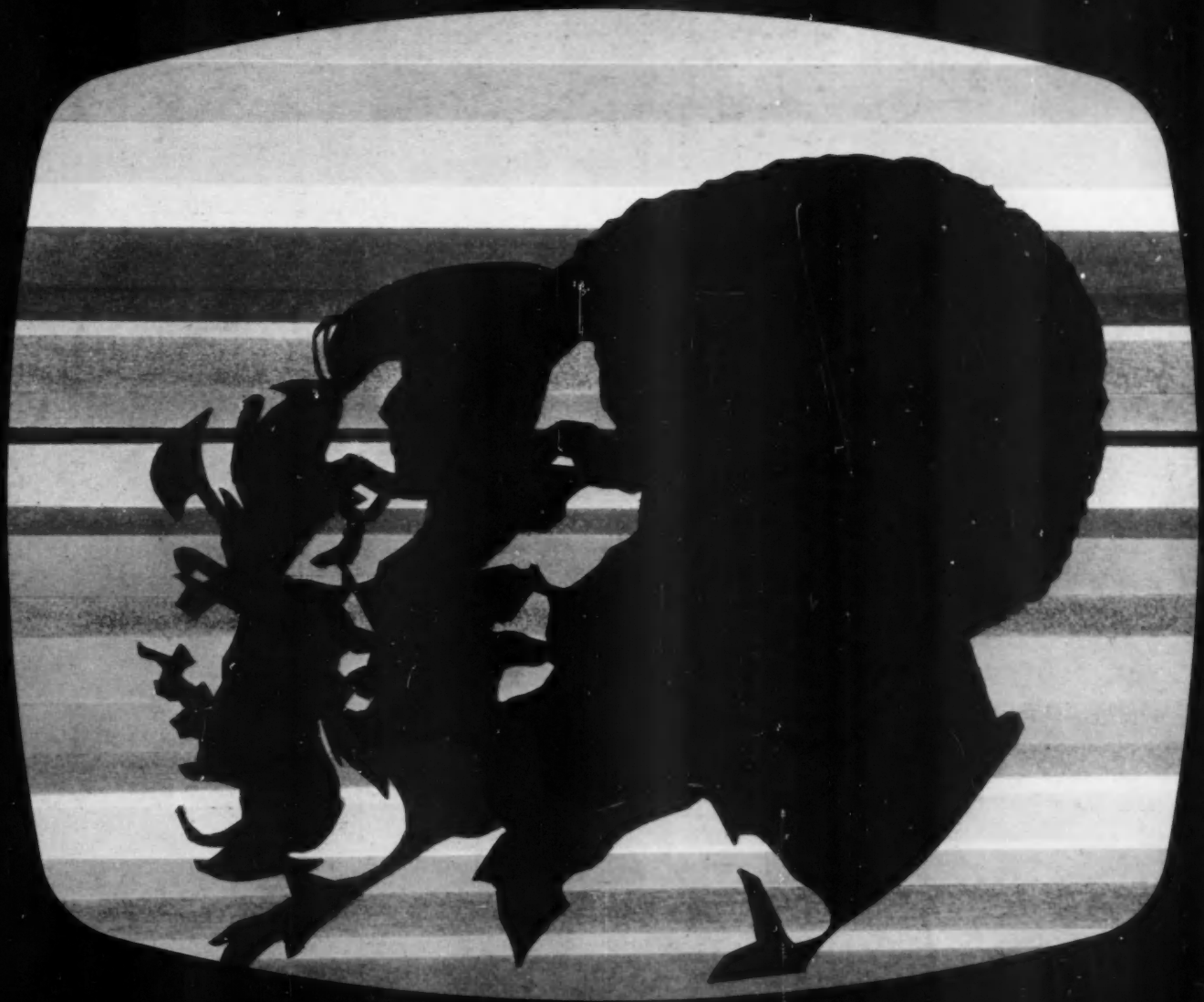
manpower

vol 2 no 4 april 1970



CHANNELS TO OPPORTUNITY

XUM

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Alphabet Soup

Ours has been called the space age, the jet age, and the aspirin age. All of these are appropriate appellations. But perhaps this era can best be described as the age of the acronym. Delores Connelly, an employment counselor with the Kentucky State Employment Service, figured that manpower programs and procedures, reduced to their shortest shorthand, could (but never should) produce this:

> One day an SSR walked into the YOC. "I've been fired from NYC," he said. "The CAC has no more OJT. Can you help me?" An interviewer asked for his DOB, his D/O from H/S, made out a 511, coded him 9x887, made him HRD, and told him, "NSO today, but here's your ID. When a job comes in, we'll do some SNI and send you a 504."
>
> Soon the 511 was filled with DNR's and RBE's and the SSR was getting discouraged. So a 614A was initiated and a 518A for GATB scheduled, following a 445 which was completed. Then the happy SSR was told he was OK for MDTA.
>
> He answered questions for the 101, signed four 950B's and two 950A's. His name was added to the 237, and he was sent to the NKVS where he completed a 952 each week. He even studied for his GED. After his graduation was reported on 238A and JOB DEV efforts recorded on the 238B, he joined the contented ranks of H's.
>
> The following year he was called three times for 103's. As soon as his file had been placed in the inactive drawer, he again appeared at the YOC. He said, "Here's my ID. Tell DJC the MDT didn't work for me. When can I get back on NYC?"

Articles

2 **CHANNELS TO OPPORTUNITY**
Gloria Stevenson

9 **INDIANS WEAVE A NEW IMAGE**

14 **THE MINUSES IN BEING 40 PLUS**

20 **BARGAINING FOR JOBS**
Joe B. Kirkbride

24 **KEEPING THE EMPLOYMENT SERVICE RELEVANT**
Charles E. Odell

28 **UNLOADING TRUCK JOB CREDENTIALS**
Paul S. Wi[illegible]s

Departments

27 **NEWS & NOTES**

32 **PUBLICATIONS**

George P. Shultz, Secretary of Labor
Arnold R. Weber, Assistant Secretary for Manpower
Malcolm R. Lovell, Jr., Deputy Assistant Secretary for Manpower and Manpower Administrator

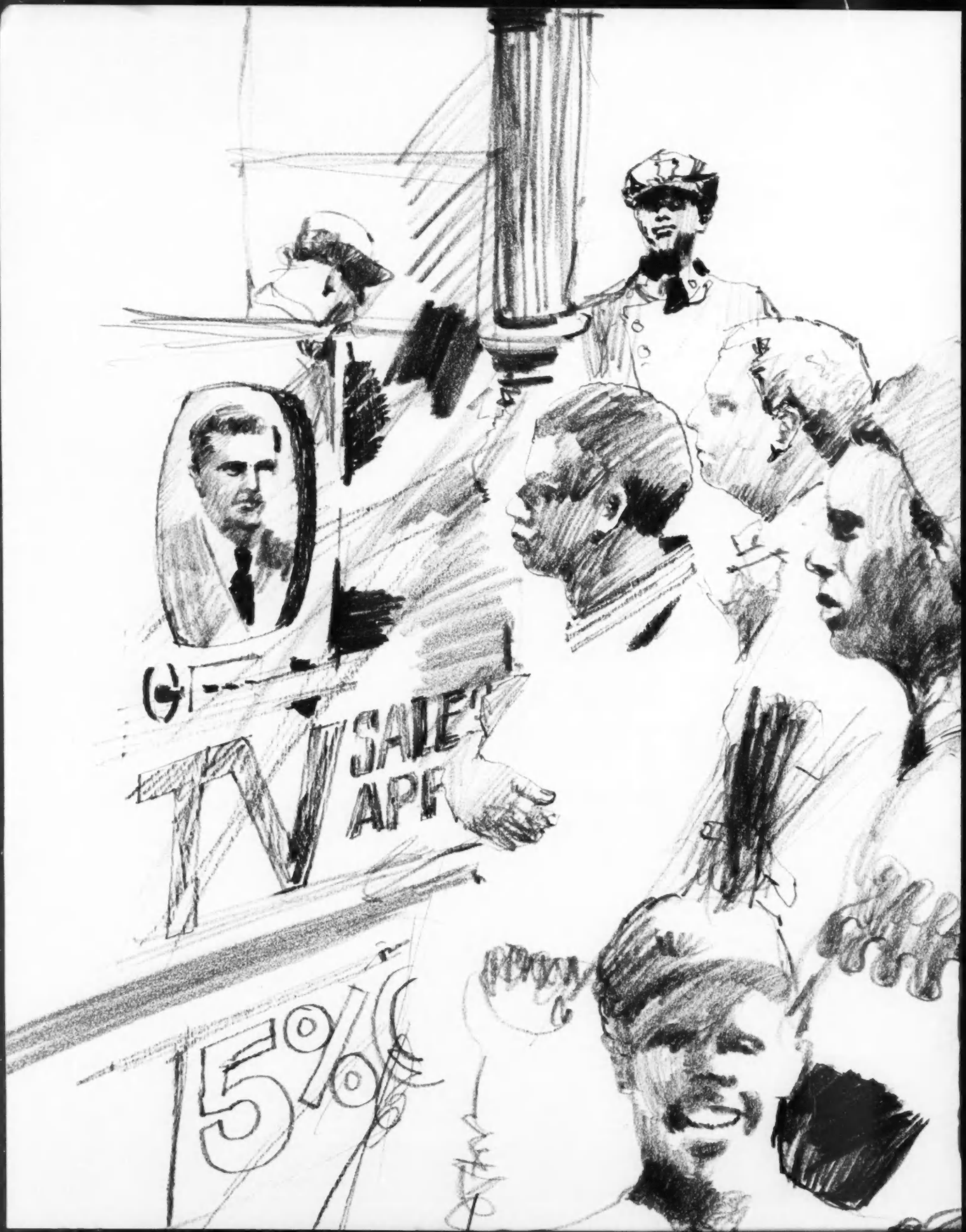
MANPOWER Magazine is the official monthly journal of the Manpower Administration, U.S. Department of Labor. It is distributed without charge to personnel of the national and regional Manpower Administration offices and, by special arrangement, to State employment security agencies. It is also available on subscription at $7.50 a year (single copies 65 cents) from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. In countries other than the United States, Canada, and Mexico, annual subscription is $9.50. Use of funds for printing this publication approved by the Director of the Bureau of the Budget October 25, 1968.

Expressions of opinions in articles by authors outside the U.S. Department of Labor do not necessarily represent the views of the Department. Correspondence regarding articles should be addressed to the Editor, MANPOWER Magazine, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210.

CHANGES OF ADDRESS: Send new address, including ZIP code, to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. Please also include old address label from MANPOWER.

COVER: Richard Mathews, Arts and Graphics Division, U.S. Dept. of Labor

Ellis Rottman, editor
Emil Michael Aun, associate editor
Patricia Marshall, assistant editor
Richard Mathews, art director
Sally Motley, associate art director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CHANNELS TO OPPORTUNITY

By GLORIA STEVENSON

Some still say it is a vast wasteland. Others persist in calling it the boob tube. But employment service personnel in dozens of cities and several rural areas view television as something far more constructive: A medium with enormous potential for reaching the disadvantaged.

From Anchorage to Jacksonville, State employment security agencies are participating in regularly scheduled, professionally produced television programs aimed at delivering information about job and training opportunities to the homes of the jobless. Although there are individual differences in format and emphasis, the shows generally contain three basic elements:

- They list job openings and training opportunities available through the employment service.
- They provide a telephone number which viewers may call immediately to register for opportunities listed.
- They aim at reaching the disadvantaged, particularly those who may not otherwise contact the employment service.

No one knows the exact number of television employment programs or the exact number of employment service offices participating in them. In mid-1969, employment service offices in 53 cities reported that they were participating in 49 different programs of this type. Since a number of offices known to be involved in such programs did not report their activities, the actual number of participating agencies appears to be somewhat larger.

It is not surprising that so many employment service agencies have adopted television as one means of reaching out to people who might not otherwise know job placement help is available. Almost everyone in the country owns or has access to a television set. Latest Census Bureau figures show that 95 percent of all households and 89 percent of all nonwhite households own at least one set. Even more significant, 89 percent of those households whose members are most likely to fit the category of "disadvantaged" own a set.

Furthermore, the use of television circumvents some of the problems inherent in the door-to-door outreach technique where employment service representatives go into the ghettos and slums to find individuals who need jobs or training assistance. While such activity often produces gratifying results, personal outreach is time-consuming, even in the most densely populated areas. Moreover, visiting employment service representatives must cope with the constant problem of overcoming suspicion within the disadvantaged community.

Reach Mass Audience

Television shows do not have to contend with these difficulties. Rather than losing time by delivering the job message on a 1-to-1 basis, they reach a mass audience at one showing. In addition, television has, to some extent, already overcome the suspicions of the disadvantaged.

Calling it the "universal appliance in the ghetto," the Kerner Commission pointed out that television is the formal news source most relied upon in the urban disadvantaged community. This is "because ghetto residents believe that television at least lets them see the actual events for themselves," the Commission said.

An employment service employee involved in a highly successful Detroit employment program compared the attitudes of the disadvantaged community toward personal and television outreach by saying, "There is simply no way that an army of recruiters could walk into peoples' homes and be accepted as readily as television is."

Still another advantage of television outreach is repetition. The telephone number of the local employment office,

Mrs. Stevenson is a member of the U. S. Department of Labor information staff.

Host Bill Terrell interviews a member of the audience at a Job Man Caravan taping in Columbia. The job

board and information booth are in the background.

the promise of job assistance, and other important messages are repeated several times during each show. As in advertising, the theory is that repetition of this kind boosts public acceptance and spurs desired action.

Assuming that television is a likely tool for reaching the disadvantaged, several questions arise. How well have television employment programs actually worked? Are they reaching their intended audiences? Are they creating problems for the employment services involved?

With some 50 different shows now being produced throughout the Nation, generalized answers are impossible. An examination of several current programs does, however, give some indication of the successes and problems they have encountered.

The pacesetter of the Nation's employment programs is "The Opportunity Line," produced in Chicago by CBS station WBBM-TV. While other job programs are older, none has been so widely imitated in either title or format.

The Opportunity Line is a public service program produced with the cooperation and participation of the Urban League, the Merit Employment Committee of the Chicago Association of Commerce and Industry, and other community agencies. The Illinois State Employment Service was instrumental in developing the show and provides all job listings used on it.

Broadcast in color every Saturday from 1:00 to 1:30 p.m., The Opportunity Line is taped Thursday evening so job listings described on the program are as up-to-date as possible. The program's host is Bill Lowry, personnel director for the Container Division of the Inland Steel Corporation. A Negro, Lowry has long been active in community efforts to reduce unemployment among the city's minority groups.

The show consists of three major elements. The most important is the job board, the weekly listing of jobs immediately available in the Chicago area. Specific job descriptions, including salaries paid and experience required, are included, as are training opportunities. As in most employment programs, emphasis is on lower skilled jobs.

Soul singer Lee Dorsey performs for the audience and the camera at a Job Man Caravan taping in Sumter.

The second element is an interview between a guest employment counselor from the Illinois State Employment Service and three job applicants with problems common to the disadvantaged. They may, for example, be dropouts or older persons trying to find employment.

Finally, there is a discussion with someone who has already found a job through The Opportunity Line. This serves a two-fold purpose: It acquaints viewers with the processes through which some one else has found a job, and it encourages viewer response by way of the "seeing-is-believing" theory.

Special Themes Used

Besides the regular features, the program often is built around special themes —such as job opportunities for the handicapped. During a week when there was a possibility of violence in Chicago's Spanish-speaking neighborhoods, a special Spanish-language show was presented.

Throughout the program, a special telephone number is flashed across the screen so viewers may call immediately to register with the employment service and receive more information about openings listed on the job board. Telephones are manned by a voluntary staff of 25 employment service counselors who receive compensatory time off during the week for working Saturday. The counselors question callers about their job and training desires and request them to report to the employment office nearest their home for an interview.

With each call, the counselor fills out a form giving the caller's name, address,

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Drawn by the live entertainment that is an integral part of the show, a large crowd turned out in Charleston for this on-location taping of the Job Man Caravan.

Baltimore Opportunity Line host David Glen (right) interviews Walton White, a blind employee of the Maryland Department of Employment Security. Realizing he was going blind from diabetes, White learned to operate office machines so he could continue to earn a living.

The State employment service office on New York's West 35th Street is a busy place Saturday afternoon as 35 employees man the phones to answer calls generated by the New York City Opportunity Line show.

sex, age, veteran's status, and handicap—if any—and the office to which he has been told to report. Duplicate information is then distributed to the offices to which callers have been referred. If the applicant does not show up for the interview, he is sent two followup letters and a form asking why he did not visit the employment office.

Reaction to the program has been good. Employment security personnel estimate viewer responses at about 2,400 calls per show. From its premiere in June 1967 through October 1969, the show received over 283,000 calls. Of these callers, 52 percent visited the employment service, and 60 percent of those visiting—88,296—were placed directly in jobs or training. The show also has prompted private employers to list more than 63,000 job openings with the employment service.

With the assistance of a broad publicity campaign launched by CBS, The Opportunity Line has received considerable attention, both nationally and in the Chicago area. It has won a regional Emmy Award, a Peabody Award, and an award from the National Conference of Christians and Jews.

Encouraged by the response to Chicago's Opportunity Line, commercial and educational television stations across the country followed suit with their own versions of the television employment office. Among the programs aimed at disadvantaged urban residents (for an account of an experimental program aimed at rural areas see *Jobs A Go Go,* MANPOWER, January 1969) which appear on commercial stations are:

• Baltimore — WBAL-TV, an NBC affiliate, presents The Opportunity Line every Saturday from 9:30 to 10:00 a.m. The 2-year-old program includes the main elements of the Chicago show: Job boards, interviews, and special themes. When the show began, volunteers from women's civic clubs manned the special telephone line but regular counselors have now taken over.

James A. Ross, who coordinates the employment service end of the program, says that about 1 of every 10 people who call in response to job listings is placed. As of late last December, the program had prompted a total of more than 10,000 calls from both employers and jobseekers.

• Detroit—Since February 1968 CBS affiliate WJBK-TV has broadcast the "Job Opportunity Line." Sponsored during its first year, the show now is carried as a public service feature and has an estimated viewing audience of at least 116,000 persons aged 18 and over. During its first 17 months, the show generated over 25,000 responses, including telephone calls and walk-in visits to the employment service. There were 4,451 verified job placements, including 2,210 nonwhites.

Another 210 respondents entered training programs.

In March 1969, 50,000 letters were sent to Detroit area employers suggesting they watch Job Opportunity Line and use Michigan Employment Security Commission job-placement services. Information on over 2,000 job openings was returned to the commission and employer comments on the program were considered to be "overwhelmingly favorable."

• Jackson, Miss.—"The Civic Calendar," a 15-minute Saturday morning show on WLBT-TV, includes job listings obtained from the local employment service office along with civic news and social security information. Aimed at Jackson Negroes, the program has been on the air for about 5 years. While they maintain no statistics about placements resulting from the program, employment service officials evaluated the show recently and found it to be effective.

While most employment programs are, for practical reasons, limited to a particular urban area within a State, one experimental statewide program is now in its second season. Called the "Job Man Caravan," the show is produced by the South Carolina educational television network and funded by the Ford Foundation. It is broadcast every Tuesday evening on six educational channels and each show is repeated the following Thursday evening. A commercial station in Greenville has picked up the show and is broadcasting it Friday mornings.

Built around the driving sounds of soul music, the Job Man Caravan is frankly aimed at the State's disadvantaged young blacks—many of whom are functionally illiterate, and most of whom seldom watched the educational network before the show began.

The Job Man — host Bill Terrell — and a caravan of local and nationally known singers and musicians combine electronic outreach with personal outreach by traveling around the State in a mobile television unit, setting up a stage in various cities, and doing the show on location. The program is taped before a live audience.

While the show is being taped, members of the audience may go to a backstage booth where job listings obtained from the South Carolina Employment Security Commission, community agencies, and private employers are posted. A trio of uniformed Jobettes—college girls employed by the show—man the booth. Representatives from the employment service office or the local Youth Opportunity Center and Job Corps recruiters also are on hand to help fill out applications for the posted jobs.

After it is filmed, the show is spliced with job announcements and other portions taped in the studio, cut to a half-hour, and presented as the TV version of the Job Man Caravan. Television viewers are given the telephone numbers and addresses of the appropriate local employment offices.

Unlike The Opportunity Line, the Job Man Caravan gives the names of individual employers who have job openings. Viewers thus may report directly to the personnel offices of the companies listed.

University Takes Survey

A random survey conducted in a predominantly Negro area by the University of South Carolina's Journalism and Communications Research Center during the program's first season found that 44 percent of all respondents and 54 percent of all respondents with UHF sets watch Job Man Caravan. Program personnel say this means a viewing audience of approximately 400,000 per week.

While the South Carolina Employment Security Commission kept no record of placements during the show's first season, personnel affiliated with the program claim that between September 1968 and July 1, 1969, 2,559 persons phoned, wrote, or applied on location for the 1,350 jobs listed. Of these, 15 percent were placed.

In July 1969, the research and statistics division of the employment service began keeping records of applicants who visited employment service offices for the first time as a result of the show. Between then and the end of September, there were 128 responses, 69 new applications, and 10 nonagricultural placements.

Neither program personnel nor State employment security officials feel these figures adequately reflect the show's effectiveness. Says B. Frank Godfrey, executive director of the South Carolina Employment Security Commission, "I don't think these figures give an accurate account because it's very difficult to ascertain whether applicants go to the employment service office because of the show. There might be a time lag of a month or 6 weeks between the time a person sees the show and the time he comes in. Also, our statistics reflect only applicants who are registering with the employment service for the first time, while a lot of the people who see the show and come in have already visited the employment service office." Godfrey believes "the program fills a definite need in informing Negro youth of job opportunities in the State."

Persons connected with the Job Man Caravan are not the only ones who feel that the benefits of television employment shows cannot be measured strictly in terms of placement figures. An intensive study of Chicago's Opportunity Line conducted in 1968 by the U.S. Department of Labor's Bureau of Employment Security and a Chicago research firm concluded:

"The principal value of the program cannot be found in placement statistics. It should be fairly safe to assume that there are an indeterminable number of people viewing the show whose hopes and aspirations are raised; who become aware for the first time that opportunities do exist; who gain renewed confidence from the fact that help is available when needed; who receive assurance that effort on their part toward self-improvement can yield tangible results; and, who at some point in time, may avail themselves of such opportunity or assistance."

Malari Khan, a member of the Illinois State Employment Service staff involved in The Opportunity Line, adds another

Advertisements on buses spread the word about Buffalo's Opportunity Line.

way in which he believes The Opportunity Line has succeeded. "The show is vital in improving our image," he says. "People are reluctant to come into an employment service office because they fear getting little or no service will call Opportunity Line."

The Chicago study also points out that the improvement in image includes the employer's image of the employment service. "One of the show's most positive accomplishments," the report said, "was the interest it stimulated among employers and the orders thus received."

Television outreach has not always reached its target audience—the disadvantaged—nor have its benefits been limited to those at whom it is aimed. For example, the study of Chicago's Opportunity Line found that while a large percentage of program respondents live in predominately Negro neighborhoods, only about 22 percent of those who telephoned the program and were referred to the employment service during the interval studied met the Manpower Administration definition of "disadvantaged." Local employment service office staff said that clerical applicants from Opportunity Line were better qualified for jobs than were applicants who walked in off the street.

Similarly, an employment service official connected with Detroit's Opportunity Line reports that about 12 percent of total responses during the show's first year were from suburbanites, even though the program is aimed at innercity residents.

Television job programs have encountered a number of problems involving employment service staffing, coordination, and communications. These areas are vital, for they affect the kind of service program viewers receive from the employment office, and poor service can reduce the show's credibility, as well as hamper placements.

The Chicago Opportunity Line study found that uncooperative attitudes by some personnel in local employment service offices resulted in delays in counseling and other services to respondents. In the early days of the program, inadequate communications between employment service offices also impeded operations. Local office staff did not know what job opportunities had been publicized on each week's show or how many callers had been referred to their office.

Television outreach also has had its share of financial problems. While employment programs may be either sponsored or presented as a public service by the television station, the participating State employment service generally must foot the bills for special telephone lines, staff to answer calls or coordinate the program, and related administrative responsibilities. These costs have been a major problem in several areas. In Boston, for example, a half-hour Job Bank program presented by WBZ-TV lasted only one season even though the show was considered very successful. The Massachusetts Division of Employment Security could not afford to staff the special Job Bank telephone line for a second season. With the lines manned on an overtime basis on Saturday, the only day on which time for the show was available, these costs amounted to $1,000 a week.

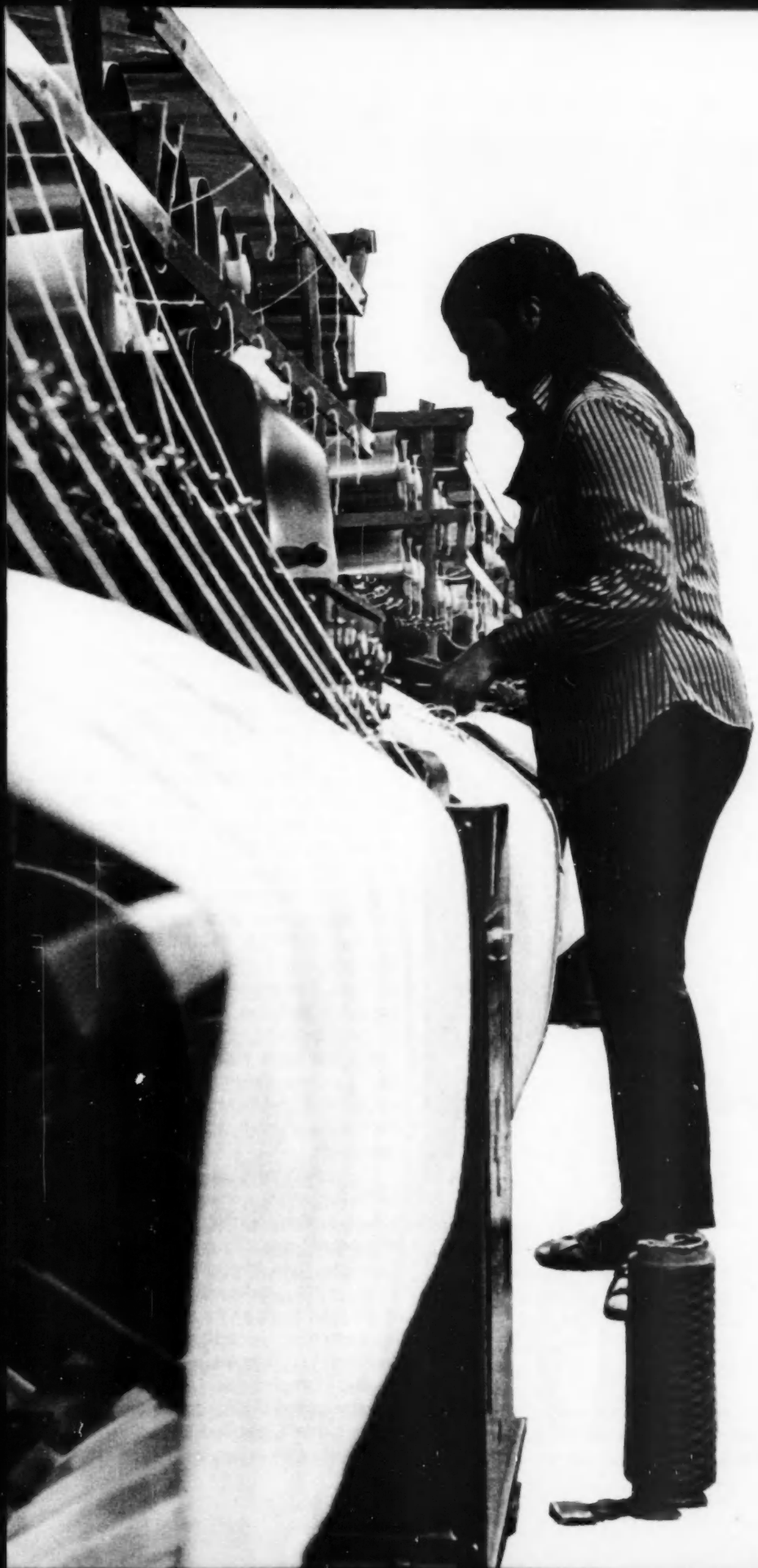
After the program was dropped, WBZ began presenting 1-minute spot announcements about job opportunities during the work week. Calls could thus be handled on the employment service switchboard by the regular staff. About six such spots are now being shown every day Monday through Friday and an employment service official estimates that they generate between 400 and 500 calls a month.

Guidelines Are Listed

To enhance the chances for success of employment service offices that participate in television employment programs, the U.S. Employment Service in 1967 formulated general guidelines. Reexamined and modified by employment service personnel late in 1968 in light of information gained through the Opportunity Line study, the guidelines are summarized below:

- Employment service agencies should refrain from becoming involved in a television employment program until they are satisfied that enough competent staff members are available to handle those who phone and those who keep appointments at local employment offices. Otherwise, the problem of thwarted expectations is quite likely to arise.
- Telephone interviewers should be thoroughly briefed and trained to provide courteous and precise information to the applicants.
- In metropolitan areas with multiple employment service office locations, careful geographic planning of referrals to offices should be done to assure the best service to respondents.
- Respondents should be processed promptly at the employment service office.
- Separate phone facilities should be installed.
- Procedures for effective followup should be established.
- The employment service should negotiate an agreement with the television station covering the material to be presented, time of presentation, suitability of sponsors, content of advertisements, and furnishing and supervision of television interviews.
- The show should be broadcast in an early evening time slot or on Saturday afternoon.
- Each show should be built around a different theme.
- Job openings presented should cover a wide range of occupations, but emphasis should be placed on jobs with a minimum of qualifying requirements.
- Content and presentation should be designed to attract employers as well as jobseekers.
- The employment service should ask the television station presenting the program to help enlist community support for the show.
- Employment service representatives should secure prior commitment of participation from employers before entering into such a show.
- Representatives of agencies, organizations, and industries associated with the program should appear on the show.
- Employers should be encouraged to interview respondents in employment service offices.
- Employer orders received as a result of the show should be specially identified and processed.

Television outreach, according to the study of The Chicago Opportunity Line, "is undoubtedly now a permanent part of the general pattern of employment service operations." Thus far, the effort has produced a mixture of successes and disappointments. But as more is learned about the use of television as a means of reaching the disadvantaged, yesterday's vast wasteland may indeed become an open channel to opportunity for America's disadvantaged. □



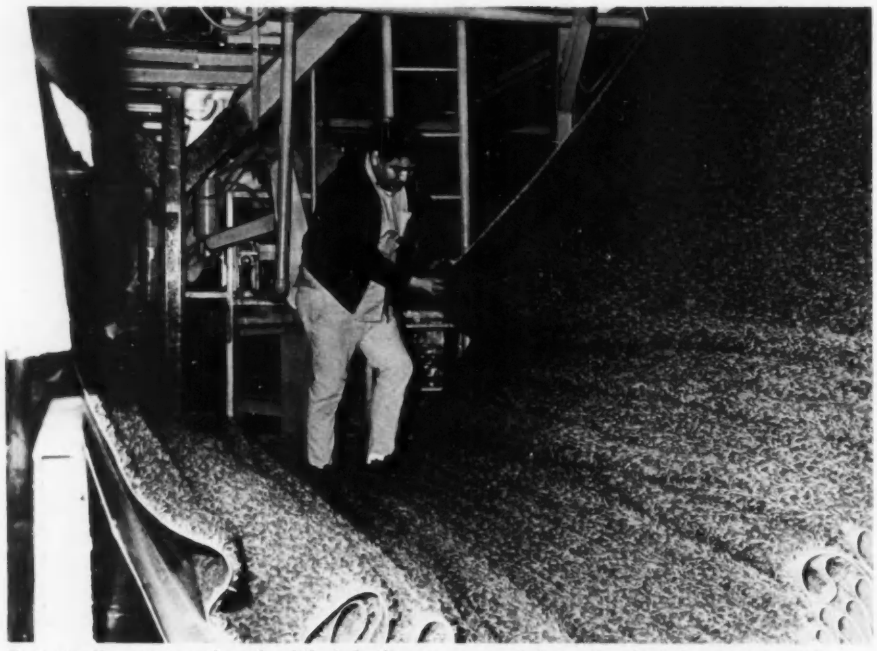
INDIANS WEAVE A NEW IMAGE

In Donald Greve's view, Indians are the most maligned members of the U.S. work force.

When the Oklahoma businessman started Sequoyah Industries in 1963 and gave most of the jobs to Indians "many, many people, most of them businessmen with far more experience than I, warned me that Indians would be our ruination. Indians, they said, didn't want to work and would wreck us with alcoholism and absenteeism."

Greve pressed ahead anyway. And in 7 years Sequoyah has rocketed from 22 workers to more than 3,000, a substantial number of them Indians trained through U.S. Department of Labor programs. Its income last year

Working with a yarn spinning machine demands and gets the complete attention of Wessie Loretta Starr.



Because they are rarely color blind, Indians are especially well suited for work involving mixing and matching colors. Allen Woodward checks the color on carpeting for which he blended the dyes.

Bonnie Franklin operates a yarn winding machine.

was $76 million and profits were nearly $7 million. "We have destroyed the myth that most Indians are lazy, irresponsible, or worse," said Greve, Sequoyah's board chairman.

On one occasion, Greve discovered that the home of Elmer Jay, an Indian foreman, was on fire. He asked Jay why he had not gone home. "I can't." said Jay. "My assistant is off, and I don't have anybody to supervise the loading of the carpet."

"I asked him who taught him to load carpet and he said I did," Greve recalls. "I took charge while he went home to see about his house. It burned down to the foundation. But that man did not leave his job until someone took over the responsibility he had. Where can you find this type of loyalty? Can you buy it? I don't think so. I think one thing you can gain by locating a plant in Indian areas is total loyalty and commitment."

Both Greve and Jay like the sequel to the story. It took 3 months to correct all the mistakes Greve made when he supervised the loading of the carpet.

Jay himself is one of the company's outstanding success stories. The 38-year-old Apache, a direct descendant of Geronimo, started as a trainee with Sequoyah in 1963. He was one of its first employees. Previously he had worked as a farm laborer on nearby ranches at 75 cents an hour, and found part-time work as a car polisher and at varied chores during livestock auctions. He could hardly support his wife and six children. Today, he earns nearly $7,000 a year as a foreman at Sequoyah's No. 2 carpet mill in Anadarko, Okla., supervises 15 men, and owns his own home.

The growth of Sequoyah has permitted many homesick Indians to return to their native State. Allen Woodward, now 28, a Kiowa, from Carnegie, Okla., dropped out of school in the ninth grade. Unable to earn more than $1.25 an hour in or near his hometown, he drifted to Texas, and then to California, where he spent 4 years pumping gas.

He returned to Oklahoma upon his father's death, applied at Sequoyah, and worked as a service station

attendant in Oklahoma City 6 months waiting for an opening. In January 1967 he was placed in an on-the-job training slot, funded by the Labor Department, in the Anadarko plant. His starting pay was $1.65 an hour, 45 cents less than he earned in California. The temporary drop in income was worth it, in his view, because Oklahoma living costs are lower and, most important, "it was close to home."

"Carnegie is only 25 miles from Anadarko," he said. "I figured Sequoyah was a young company and there would be plenty of chances for advancement." He figured correctly. Hired as a dye vat trainee, he moved up in 6 months to a $2.36-an-hour job blending carpet dyes. Now he is in management training.

"It's up to the individual here," Woodward said. "His opportunities are unlimited. My wife and I are renting a house but we're planning to buy. I can do it now. I feel secure."

Sequoyah eases the way upward for employees through Government training programs and its own management training course, called "Dynamics of Supervision." Promising workers, such as Woodward, attend for 2 hours a day, 5 days a week, for 16 weeks. Those who complete the course successfully are moved into supervisory slots as they become available.

Wilbur N. Goombi, 31, a Kiowa and Choctaw, came up via that route. In some respects, his story parallels Woodward's. Born and raised in Mount View, 40 miles from Anadarko, he moved to Kansas City to find work. After 9 years as an electronics assembler with an appliance manufacturer, he came back home.

"I wasn't happy in Kansas City," he said. He took a drop in pay to hire on with Sequoyah at Anadarko as a fork lift operator. That was 3 years ago. After 2 months, he became a shipping clerk. His great curiosity, his desire to learn, and the extreme neatness in handwriting and printing of his daily shipping reports attracted the attention of Sequoyah's production vice president, Sanford D. Lee.

Lee placed Goombi in an on-the-job upgrading slot to learn patternmaking. Goombi caught on so quickly that after 3 months of training, followed by 16 weeks in the management course, he was made chief pattern designer for the company's four carpet mills in Oklahoma. He now earns nearly double his starting pay of $1.55 an hour and supervises a staff of three.

Sequoyah's birth came about through a typical American mixture of idealism and pragmatism. In 1962, Greve, who was 29 years old, visited Anadarko, about 70 miles southwest of his native Oklahoma City, as a guide for a missionary friend. He was appalled at what he saw—the descendants of manly warrior tribes sunk in poverty, unemployment, and often alcoholism, subsisting on surplus commodities and welfare or menial labor.

Until then, Greve's view of poverty was the conventional one. Raised poor without a father, he got his first job as a part-time janitor's helper at 9, jerked sodas at 11, and by 17 was acting manager of a hardware store. At 20, he was general manager of a home furnishings store and became a full partner at 21. At 16, he had become a licensed supply pastor (a lay pastor) in the Methodist Church. He had worked his own way up; he was sure others could do the same. But the plight of the Indians made him doubt the conventional wisdom.

"I suppose I had felt that because I had been poor but wasn't any longer, anyone could do what he wanted," he said. "After seeing those Indians close up, I wasn't so sure. They hadn't had the opportunities I had had. My mother taught me that our only limitations were those we imposed on ourselves, but many Indians didn't have anyone teaching them that."

Somebody ought to do something, thought Greve. Why not me?

He decided to open a factory. He knew home furnishings. The Indians, noted for their nimble fingers, keen eyesight, and color sense (very few Indians are colorblind) might make ideal employees in a carpet mill. A friend, Charles Purcell, a former sales manager for a carpet distributor, and Lee, a former executive for a carpet manufacturer, agreed to help.

But Anadarko businessmen derided the idea. Greve remembers a breakfast meeting with Anadarko businessmen at which he requested help in his endeavor:

"I was hoping everyone would jump up and say, 'I'll put in a thousand, or I'll go five hundred.' But no one moved. Finally one young man, an auto supply dealer, stood up and said, 'I'll say what everybody else is thinking. We don't think your industry can succeed . . . because Indians are lazy. Indians drink too much booze. Any time they have a payday, they go off and get drunk and they will not come back for several days.' "

His banker was not very sanguine either, according to Greve. "He said, 'Don, it's a shame you're going to lose everything you have worked for. I have been around Indians all my life and they just won't work.' "

Greve and his associates refused to accept that view. He spent the next year raising $750,000. The U.S. Department of Commerce lent Sequoyah $390,000 in Area Redevelopment Act funds; Greve, Lee, Purcell, and two other investors put in $200,000. A State industrial loan agency advanced $60,000. The remainder was invested by a local electrical cooperative and a handful of forward-looking Anadarko businessmen.

Sequoyah bought a 13-acre site, built its first mill, and spent $350,000 equipping it. Carpets began rolling off the lines in November 1963. Most of the men and women in the plant were Indians; 80 percent of all the employees had never held the same job for more than 6 months. The first year, the carpet mill did $5 million worth of business—its goal for the third year.

Sequoyah has steadily expanded its operations and its hiring of Indians and other minorities. It now has four carpet mills in Oklahoma, four furniture factories in Oklahoma and one in Yakima, Wash., four yarn spinning plants in Georgia and one in Oklahoma, and is starting a limestone mining and crushing operation in Oklahoma to make materials for the backs of carpets.

XUM

INDIANS *continued*

The U.S. Department of Labor has played a significant role in this growth. The Manpower Administration over the past 5 years has allocated nearly $700,000 to Sequoyah to train nearly 1,400 disadvantaged or unemployed people, more than half of them Indians and many Negroes. This has been done through a series of on-the-job training contracts and through one Job Opportunities in the Business Sector (JOBS) contract. An estimated 300 more have been trained with Bureau of Indian Affairs money. Of the 350 who completed training under the first on-the-job contract in 1965, 211 are still with the company and 15 have become foremen or supervisors.

Training director Tom Hoskison says that more than 50 percent of all trainees have remained with the company. He expects a 75 percent showing at the firm's Pawhuska, Okla., mill where 225 will be trained by next March under the 2-year JOBS contract. JOBS digs deeper than other programs into the hard-core unemployed for recruits but provides more intensive training and heavy supportive services.

At Pawhuska, the trainees, after being recruited, screened, and certified by the State employment service, receive orientation, counseling, and remedial education for 6 to 18 weeks, depending on individual need. They then have 19 to 44 weeks of on-the-job training in some 18 occupations, including textile coaters, winder operators, dye weighers, burlers, machine fixers, and stock control clerks.

Starting pay is $1.75, now standard for all beginners at Sequoyah. At the end of training they are boosted to $2.05 or $2.56 an hour, depending on their job.

"We don't think their training ends at that point," said Hoskison. "We expect some of them eventually to move into our management training. Why not? All the supervisors at our plants rose from the ranks. All of them started as hourly employees."

Hoskison points out that Sequoyah, while concentrating on Indian men, has also opened opportunities to many Negroes and to Indian women. About one-fourth of the employees, at the Watonga, Okla., yarn mill are Negro. One black man, out of work and with no prospects, was hired at Anadarko and now is a foreman supervising 50 employees.

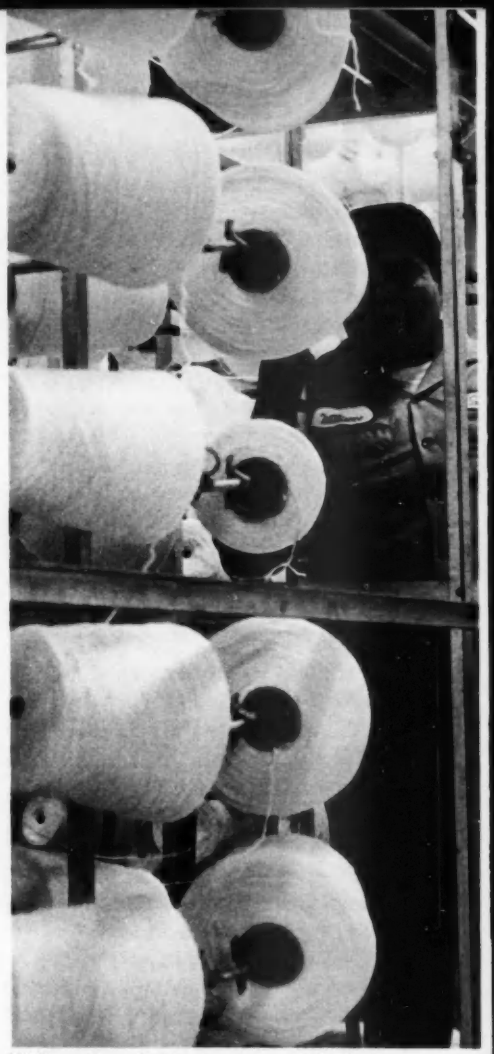
Hoskison's top assistant, Mrs. Joyce Bell, is vice chairman of the Wichita tribe. She began as a production trainee 2½ years ago. She went to school at night, studied shorthand, bookkeeping, and typing, and got her high school diploma. "Now she handles all the training programs for the company," he said.

There have been problems. The bad treatment Indians have received from whites over the years has deprived many of them of self-confidence and made them reluctant to strive for advancement. Motivating them is often a difficult task. Admittedly, some Indians have drinking problems. And in its haste to get things done, the company made some mistakes.

At one new plant, for instance, management, anxious to get started, hired much too fast. Instead of relying on its own experienced judgment, it had applicants take standard mental and dexterity tests and based its hiring on the outcome. Turnover was heavy. The tests were discarded. Prospects now are interviewed and given a physical, and plant officials hire on the basis of their own evaluations. Turnover has dropped to less than 1 percent a month.

(Greve now offers this advice to businessmen about testing: "As far as an Indian is concerned, throw it away. Forget it. Your testing procedure is based on a totally different background than his. If you make him come up to the standards of a person that has a different background, you will find he isn't qualified.")

"More than half of those who quit were Indians," said an official of the plant that had the turnover problem. "A lot of them had trouble with alcohol. But the Indians who stayed are our best workers. We've been working with the tribal councils to overcome any problems."



William Campbell selects a spool of yarn from the thousands always kept in stock.

This plant, with tribal advice, has worked out a pragmatic solution to salvage dropouts who want a second chance. Anyone who quits and wants to return has to wait for 6 weeks. "It usually works," said one official.

He cited the case of one Indian in his late forties, an on-the-job trainee who was an alcoholic. The man had never before held a decent job and had never finished the sixth grade in school. He worked 2 months, then disappeared. He reapplied and the company wanted to give him a second chance. Nevertheless, he had to wait the required 6 weeks. At this writing he has been back at work since early December, puts in 6 days a week at $2 an hour plus time and a half for Saturday, and is counted one of the plant's best and most reliable workers.

Chief designer Wilbur N. Goombi works on a carpet pattern.

Greve and his staff look upon motivation as the doorway to success. But they had to find out the hard way that what motivates whites is meaningless to Indians. One tufting machine operated by Indians was running at 35 percent efficiency. Plant supervisors were repeatedly unsuccessful in their efforts to get it up to the industry average of 65 percent.

Greve personally met with some of the tribal elders and was told that Indian boys have trouble in school because they are taught not to push themselves ahead of their classmates. However, they are encouraged to compete in hunting, fishing, and athletic contests, Greve was told.

He went back to the plant and convinced his Indian workers that efficient operation of the machine was tantamount to an athletic contest. The same kind of coordination between eyes, brain, and body was needed. Efficiency jumped to 97 percent the first week and has remained at an average of 95 percent ever since.

One problem that cropped up in the early days of the company was developing Indian supervisors. Indian employees simply were not moving up the ladder as Greve had hoped. Fear of failure turned out to be the root of the difficulty.

"The guys had never had a job before," Greve said. "They had done all right in their present jobs and had made advancements but they were afraid that if they took that next step and became a supervisor they would not be big enough for the job." This problem was met through development of the company's management training system. One crucial element of the course is to require trainees to establish short- and long-term goals.

"I was very pleased by a letter I received the other day from an Indian who went off the welfare rolls when he came to work for Sequoyah," said Greve. "His letter said, 'Dear Don, We have been setting goals this week. My goal at Sequoyah is to become chairman of the board.'"

Greve added: "I was pretty proud that we had overcome the problem of their being afraid to take big steps forward."

Today about one-fourth of supervisory personnel (and of all employees) in Sequoyah plants in areas with significant Indian populations are Indians. Total minority employment in these plants is about 35 percent.

His own experience has convinced Greve that American business can and should be the major factor in eliminating the poverty that for so long has afflicted the American Indian. The 171 plants now employing some 12 500 people in Indian areas are not "nearly enough," he declared.

"Within 65 miles of Oklahoma City we have several areas with as high as 75 percent unemployment in winter months," he said. "Many of the adult males in these areas never had an opportunity to have a job at all. In the country as a whole, 40 percent of the Indians who would like to work don't have a job opportunity. In Oklahoma, Indian unemployment is six times as great as for the population as a whole."

Greve, whose efforts have won high praise from the National Congress of American Indians (NCAI), spoke late last year at an NCAI "investment pow-pow" in St. Louis. Addressing his remarks primarily to the 100 businessmen present, he described the opportunities for industrial development among Indians today as "utterly fantastic." The problem of Indian poverty and unemployment, Greve said, can be solved faster and more effectively by business than by Government. Industry, Greve concluded, can give the American Indian what he most wants and needs: "Not a handout but a hand up." □

the minuses in being 40 plus

"When you're down and out, something always turns up," Orson Welles once said, "and it's usually the noses of your friends."

Leland Spencer, an aero space marketing director, would disagree. Frank Naiman, an industrial engineer and manufacturing manager, cannot be sure; he never put it to the test.

Neither has been down and out in the literal sense. But both men lost high-paying jobs last year and suffered several agonizing months finding new ones. What Naiman and Spencer (not their real names) discovered was that older executives often encounter obstacles to employment almost as formidable as those faced by the disadvantaged. Their stories also illustrate that executive responsibilities and experience do not necessarily equip a man to cope with the unfamiliar pressures of unemployment.

During that period Spencer found his friends and acquaintances as congenial as ever, and freely called on them for job leads. They tried to be helpful. "I know it sounds corny, but the outstanding thing I've learned from this experience is that people are wonderful," he said.

Naiman, who lacks Spencer's facility at personal relations (which he freely, almost defiantly, admits), seemed to shy away from people he knew. "I don't want to impose on a friend, or put them on a spot," he said.

In doing so, Naiman violated one of the cardinal rules laid down by Forty Plus of Washington, a nonprofit group with 16 years of experience in locating positions for displaced executives past 40 years old. "Don't keep your unemployment a secret. Your relatives, friends, and former business acquaintances can often be helpful in providing leads to new careers and will be glad to assist you."

When Frank Naiman—a big, balding, blunt-spoken man of 51—joined Forty Plus of Washington, D.C. last October he had been looking for a job for more than 4 months. And the strain was beginning to show. It was his first bout of unemployment in a 30-year career. Starting out in 1940 as a tool designer, he had moved steadily up the ladder through a series of jobs with six manufacturing and engineering companies. His pay escalated along with his growing responsibilities.

In 1967 he was earning more than $35,000 a year as director of operations for an eastern manufacturer of precision instruments employing 4,000 people. The president of the company made an estimate of sales that Naiman thought was much too optimistic. He called the estimate nonsense, was accused of "negativism," and quit.

Launches Own Company

He immediately founded a competing company that prospered initially. But in March 1969, embroiled in a costly lawsuit over a key executive he had hired away from his former employer, he resigned as president of the firm and liquidated his interest in it. He began job hunting in earnest in June, after completing a temporary assignment for an engineering firm.

"I thought I'd be in a good job within 2 weeks," he said. "But I couldn't even get in to see anyone. I must have made every mistake in the book."

His first big mistake was his resume. He had never had to prepare one, though he had seen hundreds when people were applying to him for work. He mistakenly thought he could handle it satisfactorily. His description of his past work history was done well enough. But he left out the locations of the companies he had worked for, the names of his immediate supervisors, his education, his family, and both personal and professional references.

Armed with this imperfect instrument, he began methodically answering ads in the WALL STREET JOURNAL and after several dozen tries got one response "from a flea bag shop in the East that makes steel tubing. They wanted a material control manager. I said $50,000. I haven't heard from them."

He got one other interview—with a west coast firm which needed an experienced man for a new engine manufacturing plant. "They were interested till they found out what I made."

By the end of October when he came to Forty Plus as a result of a newspaper ad, his morale was exhausted. "I'm at my wit's end," he said at that point. "What is it? My age? I think I've got 18 good years to give someone. I can do budgeting, planning, and administration. But I can't even get an answer to my letters."

Forty Plus, a nonprofit association of executive, technical, and professional men, is manned by members and pays no salaries. It solicits jobs for unemployed men over 40 at the executive level. The Washington club accepts only those who have been earning $14,000 a year or over. There are similar clubs in five other major cities but there are no official ties between them; each is autonomous. Active members in Washington pay a $50 initiation fee and $5 monthly dues. Aside from membership contributions, the clubs charge nothing for their services, to either jobseekers or employers.

Early in November Naiman attended Forty Plus' regular Monday meeting.

About 30 men were present. Each new member explained his past experience, why he was out of a job, and what kind of work he was seeking. Each man was asked to provide 10 resumes for the club's files, so he could be instantly matched against the "hot book," an up-to-date listing of job orders received from employers.

The president, Retired Vice Admiral Carl F. Espe, gave a short pep talk to restore any flagging spirits, described the club's services, and explained that each jobseeker would be asked to help with the work at least 1 day a week.

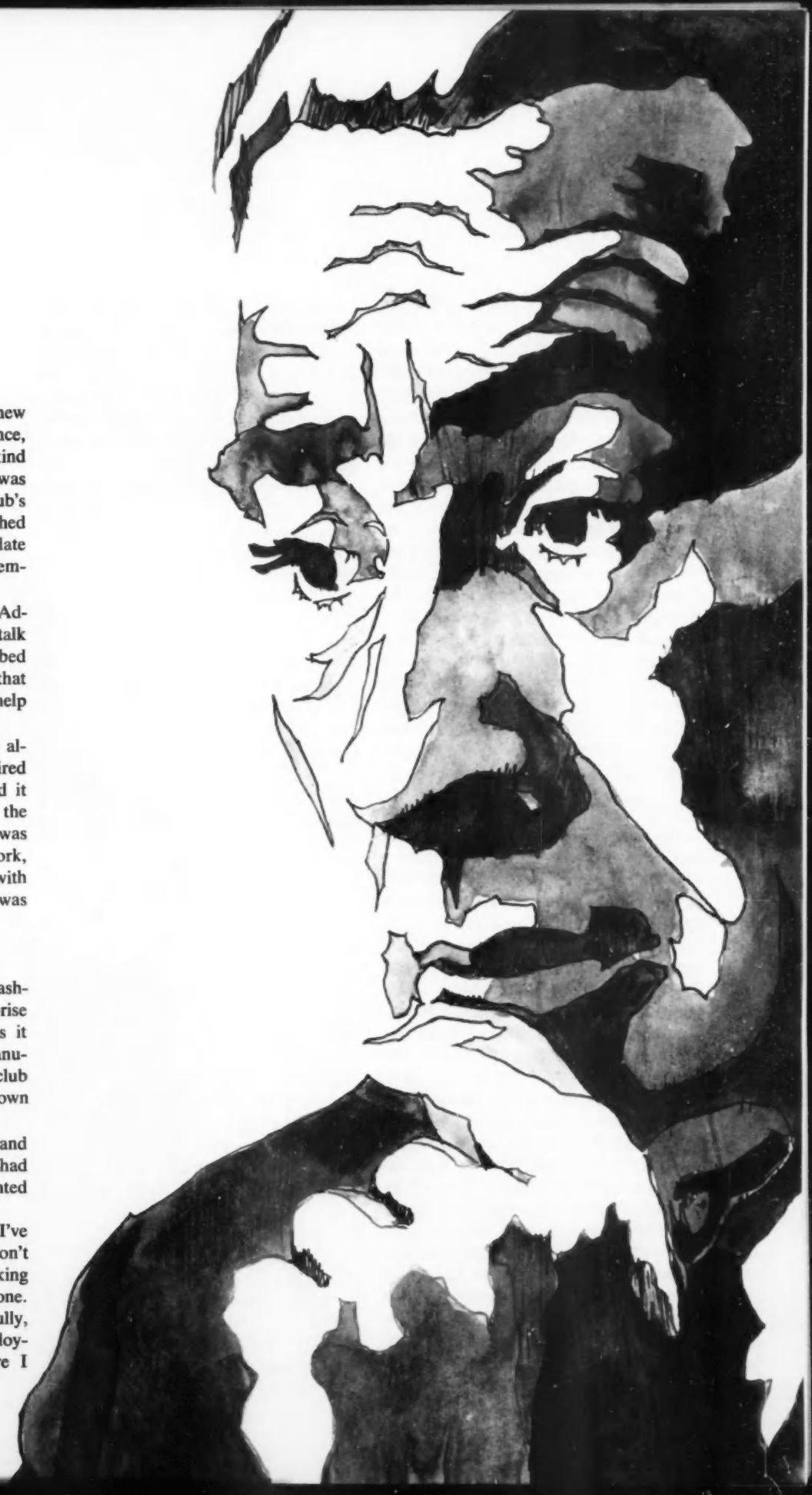
Naiman was at odds with the club almost from the beginning. He had hired and fired dozens of people and found it awkward to be on the other end of the line. He suspected that something was wrong with anyone who was out of work, was smoldering at being associated with "failures," and was ashamed that he was one of them.

Jobless Benefits Spurned

A further problem was being in Washington, D.C. Though private enterprise flourishes in the Capital City just as it does everywhere else, there are few manufacturing operations in the area. The club had to fall back largely on out-of-town job orders to try to place him.

He had sold his home in New England and come to Washington because he had lived in the area at one time and wanted to make a fresh start.

"Since college this is the first time I've had to hunt for a job," he said. "I don't know how to do it, either. I'm thinking I'll never get in the door to see anyone. I can live for 5 years if I live carefully, but what about after that?" Unemployment compensation? "I'll steal before I take Government money."



40 plus
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Asked what he did all day, Naiman said, "Go crazy. My problem is being idle. Oh, hell, it's money, too. Who am I kidding? My assets are dwindling steadily. Idleness though is a worse problem. I need a job, to put down roots again."

Forty Plus helped Naiman correct the defects in his resume. But he did not feel it was doing much else to help him. There were many ex-military men in the club. He began to suspect it was an organization solely devoted to helping retired officers with pensions to supplement their incomes by placing them in jobs with employers "looking for cheap help." Actually, nearly half the club's placements are of people who come to them from the private sector. And Forty Plus sent his resume to several companies, one of them an important aircraft manufacturer, who had jobs listed in the "hot book."

Many Casts, Few Nibbles

His temper was exacerbated by his experience with an executive counseling firm which demanded a refundable deposit, contrary to the ad in a respected journal that he had answered.

Other agencies for out-of-work executives handled his inquiries in less abrasive ways. He especially appreciated the candor of a New York clearinghouse and information service for both employers and high level job hunters which cautioned him his age would tell against him. "They're telling me frankly I'm too old," he said, "and endangering their $75 fee. So they must be honest."

He signed up and in a few days received a listing of 75 jobs for which he might qualify. He responded to 40, without success.

He obtained a list of executive recruiting firms from the American Management Association. He wrote to four of the largest. None asked for money; they make the employer pay. But none had any openings, though they promised to keep his resume on file.

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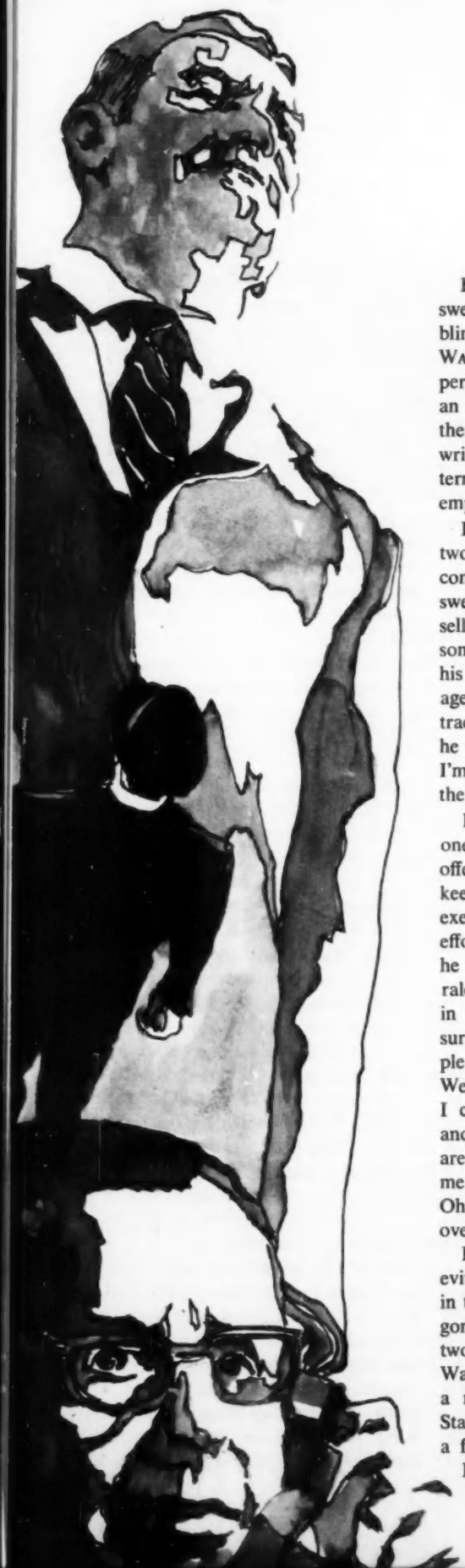

By the end of November he had answered well over 100 ads, most of them blind ads, in the NEW YORK TIMES, THE WALL STREET JOURNAL, and other papers. With each resume, he sent along an individualized letter, patiently tapping them out himself on an electric typewriter. The letters stressed his value in terms of profitability to the potential employer.

From the blind ads, he received only two responses, both negative. The few companies that identified themselves answered with form letter rejections. "I can sell myself if I could just get in to see somebody," he snapped. He was sure his letters were not reaching top management, that they were being sidetracked by personnel people for whom he expressed monumental contempt. "All I'm doing is making the post office and the bond paper makers rich."

He steadfastly refused to participate in one of the best services Forty Plus has to offer. That is the chance for a man to keep up his spirits by working with other executives, in the same jam, in a common effort to help everyone. On the contrary, he resisted any attempt to boost his morale. "Don't kid me," he would growl in response to a cheery word of reassurance. "I'm through. I'm too old. People like me keep this country together. We work hard, raise our kids right. Now I can't get a job. We should organize and carry out a revolution. The blacks aren't the disadvantaged. It's guys like me, over 50. I'm through, washed up. Oh, yeah, I used to say myself that people over 50 ought to be done away with."

His growing antipathy to Forty Plus inevitably resulted in an explosion. It came in the second week of December. He had gone to New Jersey for interviews with two consulting firms. On his return to Washington, he discovered an order for a manufacturing manager in a nearby State had been received by Forty Plus a few days earlier.

Furious at club officials for not sending the employer his job resume immediately, he blew up, told everyone off, and resigned.

Some of the club officers were frankly glad to see him go. "He's a rough man," said one. "He's been complaining ever since he's been here and he hasn't come in to help." This same officer explained that the job offer Naiman wanted was one of several received at the same time from the company, run by a man with close ties with Forty Plus. The club was sending a representative there to deliver in person a number of resumes, including Naiman's, and nail down all the jobs at once. "This employer will take anyone we recommend. But we can't recommend Naiman now."

The club officers recognized that Naiman was under a terrible strain, as are all members, and despite the fact that the episode was unique in club history, would probably have accepted an apology. But Naiman was in no such mood. The misunderstanding was total.

Blind Ad Produces Job

So he went on alone. By the end of December, he had, he claimed, mailed out more than 300 resumes. One of these finally paid off. In response to a blind ad in THE NEW YORK TIMES, he found a job toward the end of January as general manager of a manufacturing firm in New Jersey. He had been unemployed 7 months. The pay was good, almost what he had been earning at his last job.

There was a final ironic twist. Naiman discovered his new firm's primary need was for a skilled marketing specialist. Despite his hostility toward Forty Plus of Washington, the best available man he knew was a member. He wanted to hire Leland Spencer.

Just past 40, Spencer is tall, trim, silvery-haired, and handsome. In contrast to the stereotyped tough-talking manager of the past, he is a modern executive. He is at ease with people. He would rather persuade than order anyone about.

40 plus
continued

He lost his job in September 1969 when the firm where he worked was merged into a larger one without warning. For 5½ years he had headed the firm's Washington marketing unit selling aerospace equipment and system analysis services to the Government. Nevertheless, he and his staff were dropped with 3 weeks' notice.

It happened at a bad time. The entire aero space industry was in a decline. He had no experience outside the industry. On the personal side, he had few cash reserves. His responsibilities included a wife, five children, and a $20,000-plus standard of living to maintain.

"I couldn't believe I'd be out of work 2 weeks," he said, so he calmly spent his last few days on the payroll in an orderly shutdown of his dying operation. He even helped most of his subordinates find new jobs.

He did not do as well for himself. "It was the first time I was out of a job, so my resume was bad," he said. "It was defensive and reflected anger and dismay. A bad scene. I lost several good opportunities on that one." The resume was subsequently improved by two complete rewrites, the last with some professional help.

Normally, he might not have needed a resume. His reputation in the industry was good and among his acquaintances were a closetful of aero space vice presidents. They were glad to hear from him; they took him out to dinner and lunch. They assured him a man of his talents would not be out of work long. But none of them had an opening at the moment.

He registered with several private employment and executive recruiting agencies. Three of them offered him places on their own staffs. "I was flattered but I couldn't accept," he said. "I would have been on commission in a business I didn't know that much about." He also refused to agree to pay them for finding him a job. "On my level, the company doing the hiring should pay," he said.

He came to Forty Plus early in October. The professional he had hired to help with his resume suggested it. Very quickly he entered into the spirit of the organization, attending its meetings, helping with the work, soliciting jobs for himself and for other members.

One Forty Plus job listing that interested him was with a firm seeking a man to market executive aircraft to private companies. In a detailed letter he explained how his experience and abilities could be profitable to the company. "But I wouldn't hire me if I were they," he admitted, pointing out that his experience was in selling complicated aero space products and services to the Government. He did not have the know how and connections to launch quickly an effective campaign to sell private aircraft. If he were doing the hiring, he said, he would simply snatch away a sucessful marketing man from a competitor. "That's the way the game is played."

This was in early November. By then, a certain fear and lack of confidence had set in. His wife, he confessed, was a bit panicky. He said he might have to sell his home.

Friend Pushes Too Hard

During November, he got six other solid leads, four of them through Forty Plus. One of the most promising came from a year-old Washington-based firm, specializing in systems engineering and consulting work. The firm had hired other members of Forty Plus and had no apparent hang-ups about age. "We hire strictly on ability," said one of its executives. "We like Spencer but we're afraid he might be overqualified." (This was a constant refrain during Spencer's job search. Translated it often meant, "You want too much money," or "You're too old for us.")

Another job lead came through friends in a giant corporation that produces auto parts and does missile and space systems engineering. He lost out here when an over-enthusiastic executive, a friend, irritated top management by pushing him too hard. He followed up the other leads, one of which he developed himself, but he met rebuffs or delays.

His money problem was relieved by December. He put his house up for sale below the market price and the first prospect bought it. Despite this loss, he kept up a normal life. He rented a house in the same neighborhood and continued as president of his community association and as an officer in his country club. His children remained in their same schools.

He would not apply for unemployment compensation. "It's like insurance," he was told. "Your former employer paid for it. You're entitled to it."

"It's a matter of pride and principle," he said.

At this juncture, he was tired. Unlike Naiman, his first line of attack was not by mail; all told he sent out only about 30 resumes. He believed in job hunting, where possible, in person. Resumes and letters were used mainly as followup. The strain of maintaining a solid front of confidence in daily confrontations, by phone and in person, with executives and personnel managers strained his normally sunny nature.

Despite his failure to find a job, he tried to relieve the pressure on his family as much as possible. He drove them to Florida for a Christmas visit with his mother. And he contracted to buy $3,000 worth of made-to-order furniture for his wife. "I knew it would take them several months to fill the order so it wasn't as reckless as it sounds."

Finally, in late January, the dam broke. In 3 days he got three good offers, all from leads that came through Forty Plus. He accepted the first of the three offers, and went to work in February at a salary that exceeded his last one.

"It was an experience I could have done without," said his wife. "But it showed what we were made of. The chil-

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dren didn't ask for anything and I plugged away at my real estate. (She is a part-time salesman but earned very little during her husband's joblessness.)

"I hate to see money go out with nothing coming in. It's expensive to look for a job. The phone bill is astronomical. But there were more plusses than minuses. The whole thing brought everybody in the family closer together."

Spencer and Naiman finally made it. But the question remains, with executive talent so tight throughout the Nation why should two such highly qualified men suffer a total of 12 months of idleness? A big part of the answer is age discrimination. Presidents have deplored it. Laws have been passed against it. Yet it persists.

"It's more subtle than it used to be," said Ed Keenan, vice president of Forty Plus of Washington. "Employers can't just tell you you're too old. That's against the law. The euphemism now is, 'You're overqualified.' Or they offer you the job at $7,200. You turn it down and one day you find they hired a younger man a week later at $12,000 or $15,000."

Pension Funds a Barrier

Another view was offered by William F. Breitmayer, president of a large New York executive placement firm. "The prejudice against age is not universal," he said. "Some companies actually prefer men in their 40's, and a few want them in their 50's, though the latter is a special situation.

"It is harder for a man over 45 and certainly for a man past 50. Some of the reasons are quite practical. Big companies, for example, have pension funds. Actuarially it's almost impossible to get an older man in the program without paying extremely high premiums.

"In a broader sense, companies find that in many cases older men are not familiar enough with new methods of marketing and merchandising. And new systems and procedures, especially involving computerization, often leave them baffled.

"And then there's the view that a younger man is more productive and has more years to offer the company. But that's a myth, because a younger man will jump from job to job far more readily, particularly if he's capable and ambitious. Older men are more cautious and tend to stay put."

Breitmayer also branded as a myth the idea that younger men work cheaper. "That's not a factor with most companies," he said. "As a matter of fact, they often can get older men for less money." □

TIPS FOR THE MATURE JOB HUNTER

Forty Plus of Washington offers these 10 suggestions for unemployed older executives seeking work:

- Budget your money carefully. You may be out of work 3 to 8 months.
- Register with your State employment agency—both for unemployment compensation and to find a new job.
- Don't let pride prevent you from asking help from relatives, friends, and former business acquaintances.
- Develop a good resume.
- Make a list—your local library can help—of companies that might use your services, and write to key men in these organizations stating your interests and qualifications.
- Systematically answer "help wanted" ads in newspapers and trade journals.
- Seek help from your professional society or trade association.
- Despite Federal laws, your age will be an obstacle, but don't let it get you down. Your competence and poise can overcome objections to your age.
- Don't hesitate to seek professional counseling if you need it, but check out any firm offering such services before signing anything.
- Job hunting is lonely. Keep up your morale by joining Forty Plus or similar groups that offer help in selling you to an employer.

BARGAIN FOR JOBS

By Joe B. Kirkbride

Charles B. Moser is a union man—and collective bargaining is his specialty. For years he negotiated with Virginia employers to get better pay and working conditions for members of the carpenters' union. He still works for the union. But now when he sits down with employers at the bargaining table he is representing nonworkers—the unemployed. And when he talks about money his aim is to get the most mileage out of Government training funds so more of the poor people of Appalachia can be prepared to earn a regular paycheck.

Moser is a coordinator for the AFL-CIO Applachian Council. For more than 2 years now, through a project called Operation Manpower, the council has been using a combination of trade union know-how and Federal funds to brighten the employment outlook in the Appalachian hill country. As a result, thousands of men and women have been moved into new jobs, and labor leaders throughout the region have gained a new insight into the handicaps of the poor and what can be done to overcome them.

Operation Manpower began in late 1967 with two Federal job development contracts with the Department of Labor and the Department of Health, Education, and Welfare. One contract for $780,000 was to find jobs for 1,000 unemployed people under the Rural Area Resident (RAR) Program. The other contract made available to the council $788,000 to develop 2,000 on-the-job training slots.

By the first anniversary of the 2-year contracts, Operation Manpower had opened up nearly 1,300 jobs with RAR funds and 3,200 on-the-job training opportunities. Although the council had more than fulfilled its obligations under both contracts, it had not used all its Federal funds. The surplus was used to create an additional 400 entry-job openings.

Mr. Kirkbride is the U. S. Department of Labor regional information officer in Philadelphia.

"We don't 'sell' job training to employers," explained Richard Wilks, director of Operation Manpower, "we negotiate with them. By this I mean that the field coordinator doesn't lay any reimbursement figures out on the table. He finds out what kind of training the employer wants, how many people he needs, and what he thinks it would cost to do the training on his own."

A former business agent of Bricklayers Local No. 5 in Huntington, W. Va., Wilks oversees the activities of a staff of 33 serving 11 States. As union professionals, the council's field coordinators have all been involved in negotiating contracts and

The Operation Manpower trainees hired by a Danville, Va., mobile home manufacturer have performed so well he wants to hire more.

UNION NEGOTIATORS PUT THEIR TALENTS TO WORK FOR APPALACHIA'S POOR

Labor Dept. photos by Robert Moeser

serving on joint committees with employers. They know the problems on both sides of the bargaining table from practical experience.

"We tell the employer we are going to help him train some qualified, reliable workers," Wilks said. "But at the same time, we say: 'You've got to help yourself by cutting training and instructional costs to the bone and then some.' "

For example, a field coordinator may be able to offer an employer $25 a week per man for 26 weeks to train jobless workers. The allowance is designed to offset lost production and supervisory time and training costs. However, instead of offering the full amount that is available, the coordinator sits down with the employer and carefully negotiates the training program to be conducted in the plant with a general guideline that the training cost will not exceed one-fifth of the average weekly wage in the establishment.

Using this approach, the council regularly has exceeded contract job development goals. Latest cases in point are the two most recent contracts between Operation Manpower and the Departments of Labor and Health, Education, and Welfare calling for the development of 4,000 jobs by November 1970 at a cost of $3.9 million. During the first year of the contracts field workers had lined up 3,600 jobs and expect to produce another 2,000 training slots before the expiration date rolls around.

The union representatives go beyond contract requirements in other ways, too. When a Pennsylvania defense contractor closed down an obsolete foundry, 100 men were thrown into a crowded job market. Council staffers persuaded the company to let them set up a training program in the shop to qualify the men for work on a new defense contract awarded to the company. Before training was finished, however, the contract was cancelled and the men faced a second layoff.

Council coordinators combed the area for vacancies in plants that could use the newly acquired machinist skills of the trainees. They developed 126 jobs, thus giving the 100 recruits some selection.

"Our job was done when we developed the first contract," said George Sharp, one of the coordinators. "But when those openings went down the drain we couldn't sit idly by and watch fellow workmen being turned out into the street. All of us are working people and we know and understand their problems. It was just something we had to do."

Overall, Operation Manpower has developed more than 8,500 jobs and seen more than 4,500 men and women fill them in the past 24 months. (Placements lag behind job development figures because people are scattered in Applachia and it takes some time to recruit workers for openings.)

Some of the jobs have been with large companies, such as Kaiser Aluminum, Goodyear, and Hayes International. Most, however, have been with more than 300 small firms scattered throughout Appalachia. These include shoe factories, foundries, printing shops, mop and broom makers, munitions plants, construction companies, garages, service stations, and meat markets. A few public employers (the city of Baltimore is one) also have made jobs available. Some of the trainees are now truck drivers, mobile home installers, wood shop craftsmen, meatcutters, and machinists. Others are in preapprenticeship training as carpenters and bricklayers. Pay scales range from $1.60 to $4.50 an hour. The average entry wage is $2.25.

The project's ability to open up job opportunities for people in bleak circumstances is illustrated by the story of Mrs. Arnett Simon, 29, of Brunswick, Ga., a divorced mother of six. Mrs. Simon, with only a ninth grade education, had been on and off welfare for the past 10 years. She had worked intermittently as a general maid.

In September 1969 the council placed her as an assembler trainee in a program to prepare disadvantaged workers for jobs with the Thiokol Chemical Company at Brunswick. She was given 6 weeks of basic education, missed only 2 days of classes, and scored A's and B's on all her tests.

Next came 13 weeks of on-the-job training during which she earned $1.60 an hour. Since February she has been a regular employee earning $1.80 an hour and her supervisor rates her as an excellent worker.

"I'm proud to be earning a regular check," said Mrs. Simon.

Charles Johnson, a Pittsburgh black in his early 20's, also owes his job to Operation Manpower. He comes from a family of nine and dropped out of high

school in the ninth grade to help support his brothers and sisters. Lack of education and training kept him confined to menial, low-paying jobs.

Last autumn the council enrolled him for an on-the-job training program at the Levinson Steel Company's Hays Army Ammunition plant at Pittsburgh. He completed 12 weeks of training and now is an inspector-learner earning $3.02 an hour.

Most employers have been pleased with the trainees sent to them through Operation Manpower. Leslie Martin, personnel manager of a Martinsville, Va., manufacturer of prefabricated homes which has among its 225 employees 25 trainees learning shop crafts, said:

"They want to learn and they have fit right into our operation. We plan to have more trainees when our volume expands."

The 19 trainees hired by a Danville, Va., firm that builds mobile homes were described by plant manager Richard Coba as "a definite benefit to the company." Coba said the company expects to expand its 176-man work force and will be discussing adding more trainees.

The council's efforts have broken down not only barriers against hiring blacks and the disadvantaged generally, but also prejudices against women. Martin's company has taken aboard several women in shop crafts, including seven husband and wife teams. "We were a little reluctant at first to hire women, but they have proven themselves excellent workers," he said. "They can do anything our men workers can—drive nails, assembly work, read blueprints, you name it."

The AFL-CIO Appalachian Council was born in late fall 1964, at the Appalachian Trade Union Conference in Charleston, W. Va. The West Virginia labor federation and the University of West Virginia had organized the conference to see if labor, management, and government could work together effectively to help solve problems common to all of Appalachia.

As one spokesman said: "If we are to solve the problems of Appalachia and poverty, the American trade union movement will have to capture that spirit which was so evident in the beginning, and will have to become again a movement of practical dreamers."

In the waning minutes of the 2-day conference, the delegates organized the AFL-CIO Appalachian Council and directed it to devote itself to the task of "unearthing and understanding problems of the region, developing plans for their solution, and stimulating or undertaking specific projects or action programs for their elimination."

HIGH RETENTION RATE MAKES BELIEVERS OF SKEPTICAL EMPLOYERS

Some 25 trainees placed by Operation Manpower with a Martinsville, Va., firm are training on the job to learn the shop skills used in manufacturing prefabricated homes.

This was a tall order, even for a council of "practical dreamers." Appalachia sprawls from northern Pennsylvania southward into Alabama and encompasses all of West Virginia and portions of nine other States. The faceless statistics said 16 million Americans eked out a meager existence in the region and that 1 out of every 3 families had an annual income of $3,000 or less. Unemployment was high and many men were not even counted as jobless because they had long ago ceased looking for nonexistent jobs.

Miles C. Stanley, president of the host West Virginia labor federation, was elected chairman, a post he still holds. The executive committee and the general board is comprised of federation heads in the other participating States—Alabama, Georgia, Kentucky, Maryland, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee, and Virginia.

These men put together a cooperative effort of all the AFL-CIO organizations in the Appalachia region to assist in the development and improvement of life for the area's poor. The cornerstone was and continues to be the local union in the community. Council staff members are drawn from the labor movement and they work with union employers. Allocation of funds and training goals are determined on the basis of the union membership in the State.

Today the council has three major operating programs:

- Trade Union Leadership Training, through which an estimated 3,000 rank and file union members have learned about the war on poverty.
- Job Corps Recruitment, which has enabled some 10,000 youngsters to obtain job skills so they could rise above the poverty which has surrounded them most of their lives.
- Operation Manpower, which was constructed upon the success the council achieved in leadership training and Job Corps recruitment.

Operation Manpower coordinators work closely with local unions that hold collective bargaining agreements with employers participating in the program. The local union leadership and its training committee are fully briefed on the program before it is ever presented to the employer. Union officials, in turn, discuss the program fully with the membership at open meetings.

Many on-the-job training contracts, particularly in industrial plants, include upgrading. This is an added incentive for the local. It means some union members will move up the ladder to make room for the hiring of entry-level workers.

"A number of local unions take great pride in the Operation Manpower training programs in their plants," Wilks said, "and go to great lengths to insure that 'their' project will be successful. The members get acquainted with the trainees, eat lunch with them, and maybe invite them out to the local tavern for a beer after work on Friday nights. This is a tremendous help because it instills a sense of 'belonging' in the trainee when he sees so many of his fellow workmen wanting him to succeed."

Overall, the Government has invested nearly $5.5 million in Operation Manpower, mostly in the rural areas and smaller cities of Appalachia. Wilks reports that 79.6 percent of the trainees placed in jobs hold on to them.

This excellent retention rate undoubtedly is one reason why so many employers who were skeptical of the program at first have signed repeat training contracts.

Field coordinator Betty Sue Burell of Tuscaloosa, Ala. offers an illustration. Deep in the rural farm land of her State she finally convinced a small manufacturer of brooms and mops at Autaugaville that she could help the firm's expanding business by arranging to set up a training program. A group of nine trainees, including several welfare clients, was hired. All finished the 16-week training course and are still employed as assemblers, jobs in which they can earn up to $150 a week. She is currently adding training classes for the employer who wants a second assembly line. The trainees—all are black, poor, and former farmworkers—now have a future other than subsistence living or relying on welfare.

Public employers also have been satisfied enough to do repeat business with Operation Manpower. A third contract recently was signed with the city of Baltimore to upgrade 35 city employees and provide jobs and training for 65 unskilled workers. All 100 workers are from minority groups. The unskilled trainees go into custodial work at $2.40 an hour. The upgrading will enable 35 already employed men to qualify for State licenses to operate pressure vessels in the city school system heating plants. Thirty of the last class of 35 received their licenses and moved up the pay scale.

Operation Manpower recently turned its attention to the plight of penitentiary inmates. The council was shocked to find that in West Virginia many inmates cannot qualify for parole because they have no job or family outside the walls.

"If an inmate can line up a job and has a good prison record, he stands a much better chance of returning to society," Wilks said. "Without a job outside, he's a man without hope."

With the help of prison authorities the council has established an experimental training program at Moundsville State Penitentiary. Basically, the program calls for 20 inmates to receive 4 to 8 weeks of preemployment orientation and counseling. Awaiting them will be jobs with employers under on-the-job training contracts in a variety of occupations. More important, perhaps, the unions will also be awaiting the inmates. They plan to assign "buddies" to the exconvicts to help them adjust to their new jobs and also to adjust to life without prison bars.

"We feel that the comradeship of a friend and a local union meeting to attend will enable the inmate to break out of the old associations and patterns that got him into trouble in the first place," Wilks said. □

keeping the employment service relevant

By CHARLES E. ODELL

A qualified secretary, looking for a better job, enters the State employment service office and goes to the Job Information section. She finds a listing that sounds good, gets approval from the referral desk, and then goes out and nails down the job.

A second jobseeker enters the employment office. He has done general factory work for 10 years but has been laid off. An interviewer elicits information about his desires, education, training interests, and work history. She assesses his experience, helps him pick out the job best suited to his needs and abilities, arranges an interview with the employer, and refers him to the job.

Another man walks in. The interviewer discovers his employment record is erratic, that he has no trade, and that he is badly in need of remedial education. He is not ready for steady work. He is assigned to a trained team of manpower experts. They make sure he gets whatever services he needs to prepare for, find, and hold a job. These services include testing, counseling, coaching, basic education, training, job development, placement, and follow-through.

These oversimplified examples of jobseekers getting exactly the kind of help they need demonstrate how the State employment service can function as a comprehensive manpower agency. The main emphasis is not on simply filling employer job orders with "qualified" applicants. What is required is a fundamental redirection of resources to free staff for intensive help to the disadvantaged by streamlining placement services for those who are job-ready.

General guidelines for setting up and operating the employment service as a comprehensive manpower agency have been drawn up by the Manpower Administration and are being field tested in 10 cities and one rural area under the sponsorship of the U. S. Department of Labor.

The Manpower Administration and cooperating State employment security agencies are directing the test in employment service offices in six cities: Memphis, Phoenix, Pittsburgh, San Antonio, Syracuse, and Wichita. A human resources research firm headquartered in New York, Greenleigh Associates, Inc., is in charge of the experiment in Baltimore, Hartford, Milwaukee, Tacoma, and Euphrata-Moses Lake (Wash.), a rural area. The test got underway last December and should be completed by about January 1971. The difference between the test directed by the Manpower Administration and the one being handled by Greenleigh is that the latter will place more emphasis on community involvement.

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To serve the disadvantaged—and other jobseekers—adequately, the test offices are tailoring their services to the individual needs of clients. Some jobseekers are attuned to the workings of the labor market. They do not need much attention and aid. Sure of their skills and confident in their dealings with potential employers, all they really require is a list of job openings and a referral.

At the other extreme is the client who has no job, and is not prepared either to find or hold one. He may need the whole range of manpower services in existence today. In between are people who may be ready for work but who need information and counseling to help them prepare for and find the best available job suited to their talents. The test offices therefore offer three groupings of applicant services:

- Self-directed job information (for those best prepared to work).
- Employability exploration and job development (for those who need some additional help).
- Intensive employability development (for those who need the full range of manpower services).

At the same time, these offices meet the needs of employers for a steady flow of trained manpower.

The two most important tools that enable the employment service to function as a comprehensive manpower agency are the Job Bank and employability teams. Job Banks are one of the newest and most promising innovations in the manpower field and they are scheduled to be operating in 55 cities by June 30, 1970. All job openings and training opportunities in a community are fed into a computer. This permits central order-taking and control. All this information is made available to all employment service personnel—those in neighborhood outstations as well as the central office—thus giving all employment service clients equal access to all job and training openings in the community on a given day. (In low-volume offices without computers, central order-taking and control can be done manually.)

Computers save staff time in two ways. They relieve employment service interviewers, counselors, and other specialists of a good deal of routine work. And they permit job-ready applicants to conduct their own job search with a minimum of help. Employment service staffers thus are freed to give more time and attention to those applicants who need help the most.

Employability development teams already have been field tested through the Work Incentive (WIN) Program, which is designed to move welfare clients into training or jobs. The makeup and operation of the WIN teams are being used as a model for the employment service test. A five-man team might have a caseload up to 200. Team members work with the individual client to help him develop an employability plan. His assets and handicaps are frankly assessed, and a flexible program of services is laid out to prepare him for effective entry into the job market.

The team leader is usually the counselor. He helps the client to develop and carry out the employability plan and to modify it when necessary. The counselor's back-up man is the work training specialist (or caseload manager), who supervises the training aspects of the employability plan. The third team member is the job development specialist who makes sure a job is waiting for the client when he is ready for work.

The fourth team member, the coach, is usually a preprofessional. His job is to maintain day-to-day contact with the client, helping him get through any difficulties that crop up, and making sure he gets all the supportive services he needs. The fifth team member is the clerk-stenographer, who keeps records and acts as a sort of traffic manager for the entire operation.

Assisting the team may be aides drawn from poverty neighborhoods who help establish rapport between the team and the more difficult clients. These aides also help in recruiting and orientation and serve as advisors to groups of participants. The aides relieve professionals of many routine tasks, such as gathering data, arranging for transportation, and performing other supportive services.

Though most services are handled by team members, assistance which requires more sophisticated equipment and techniques and specialized staff sometimes is made available to clients in groups. Group services include testing and instruction in job-finding techniques. But these group services are used only to supplement and support—not to replace—team efforts to help clients on an individual basis.

Employers continue to receive special attention under the experimental setup. Employer Service units are being created which specialize in job opportunity development. Employers are persuaded to let down conventional barriers to the hiring of the disadvantaged. They are given technical assistance in setting up support programs for these employees after they are on the job. They are encouraged to restructure jobs in a way to permit less qualified persons to perform successfully.

Employers learn that by modifying personnel and management practices, disadvantaged applicants who often were screened out in the past can be trained to become productive workers. Thus employers are first sold on the idea of hiring such people and are then given technical aid in using them effectively.

employment service *continued*

The new model employment service also maintains a Labor Market Information unit, which acts as a central resource for the entire operation. It provides the job market information needed by job applicants, employers, and the community. A full range of pamphlets, bulletins, newsletters, and Department of Labor booklets and studies are kept available. This material covers job vacancy data, wage studies, information on government training and study programs, special publications to help the disadvantaged find and prepare for jobs, and similar subjects.

Making the employment service the center for all manpower and labor market information is a key ingredient in an overall aggressive community relations program. And community relations must be strengthened to permit the employment service to function at peak effectiveness. For the employment service is not at this stage the only deliverer of manpower services at the local level. The employment service manager must reach out to other agencies in the field, solicit their advice and opinions, and create a climate of cooperation in solving manpower problems.

The employment service cannot make the contribution it should to America's goal of full employment if it restricts itself to traditional activities such as interviewing, counseling, testing, placement, and dispensing job market information. The disadvantaged can be brought into the mainstream of American life through good jobs only if they are given a wide array of supplementary services, including health care, legal aid, consumer education, vocational training, child care, transportation, and other social services.

A harmonious working relationship between the employment service and local agencies smooths the pathway for bringing these supportive services to bear on the job problems of the poor. The local office manager must insure that his staff actively reaches out to establish the necessary relationships with the agencies providing these services.

In the final analysis, success in redirecting the employment service's energies into new channels depends upon the staff. A training plan to teach them how to get the job done and to motivate them to do it should include the following essentials:

- Orientation in the concepts as well as the objectives of the experimental effort.
- Special training for managerial and supervisory people to win their full allegiance and to help them make best use of staff and resources.
- Instruction for professionals in how to apply new program methods, including maximum exposure of the unemployed to job openings, streamlined delivery of manpower services to move them into employment as quickly as possible, and postplacement support to insure greater job retention.
- Incorporation of the New Careers concept in the hiring and use of preprofessional staff.

Training also should include special techniques for aiding veterans, the handicapped, youth, and older workers. Finally, staffers should receive instruction in employer and industrial services and in statistical methods and evaluation.

Transforming the public employment service into a comprehensive manpower agency has grown out of demands by responsible community leaders for more orderly and effective delivery of manpower services. The present experimental design had its beginning in the Human Resources Development (HRD) concept dating back to August 1966. HRD called upon local employment offices to improve "the employability of disadvantaged persons regardless of age or other special characteristics."

However, HRD, sometimes inappropriately called a "program," lacked an effective vehicle for implementation. Its general instruction to "go forth and do good" was too abstract to be readily grasped and applied. Only with the creation of the WIN Program in 1968 did HRD find an effective medium of expression. Through WIN, employability teams and employability plans were developed for the disadvantaged and the main purposes of HRD were carried into operation. Now the HRD concept and the operational experience and know-how of the employment service are being joined together in an

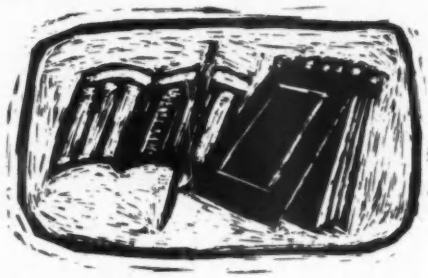
experimental effort to give local manpower development activities the unity and coordinated direction they have so often lacked in the past.

Failure of this effort will signal that manpower officials are more interested in defending the past than in facing the future. They stand in danger of being counted among those described by John Gardner as the bureaucratic foot-draggers who loved their institutions too dearly to take the steps needed to assure their continued relevancy. Forecasting the fate of these institutions in the 21st century, Gardner said: "They delayed, they dallied, they died."

The challenge this experiment in redirection poses to the Federal-State employment service is not one of devising the know-how or even in finding the money to make it the Nation's primary manpower delivery system. It is a challenge to the will. If the employment service can accept the implications of computer-assisted operations and give them priority attention and support, a nationwide effective system of matching men and jobs can be achieved in the next 5 years. Such a system will truly revolutionize manpower operations and services in this country, bringing jobs and training to everyone who needs them and lifting the productivity of industry and government to unparalleled levels. □

XUM

News & Notes



The mentally retarded can and should be trained for jobs in electronics, data processing, the arts, and other fields usually thought to be beyond their reach. This is one of 39 recommendations for rehabilitation and employment of the mentally retarded made in "These, Too, Must Be Equal," a report to President Nixon by the President's Committee on Mental Retardation and the President's Committee on Employment of the Handicapped. Employers should be encouraged to scale down their educational requirements for lesser skilled jobs so that the retarded can fill them, the report says. It points out some businesses still demand high school diplomas for janitors. Another recommendation is that vocational education be expanded to at least 10 times its present size to take care of the needs of the retarded.

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If current trends continue, the U.S. may have 352,000 men and women holding science doctorate degrees by 1980 and only 277,000 jobs for them. This forecast was made by Dr. Charles E. Falk, planning director of the National Science Foundation. Although all with doctorate degrees will find work, he said, many will have to forego careers in research and go into teaching, management, or even the selling of technical equipment.

* * *

The seventh of 30 U.S. Department of Labor residential manpower centers is being established at El Paso, Tex. These centers are located in or near cities to give local youth comprehensive preparation for employment. The El Paso facility will accommodate about 250 young men, 16 through 21 years of age. Courses will include auto mechanics, welding, and food service and clerical occupations.

* * *

More young women ought to become dentists, according to Dr. Philip T. Levine of the University of Connecticut School of Dental Medicine. Only about 1 percent of American dentists are women, he said, compared to 80 percent in Lithuania, Latvia, and Finland, 70 percent in Russia, and 25 percent in France, Norway, and Sweden. "This certainly is indicative that a large untapped pool of potential dental 'womanpower' exists in this country," he said.

* * *

The Pacific Medical Center in San Francisco has set up an experimental retraining program to bring inactive physicians back into the work force. Women who left practice to raise families account for a substantial percentage of inactive physicians. The 3-year program has been funded by the National Institutes of Health.

* * *

Women recently won another victory in their battle for equal pay. The Third U. S. Circuit Court of Appeals ruled that women need only do the same general work—not identical—as their male colleagues to be entitled to the protection of the Equal Pay Act of 1963. The decision was made in a case involving the Wheaton Glass Co., Millville, N.J. The decision means that 230 women employees should receive about $250,000 in back pay and increases of 21½ cents an hour.

* * *

Five hundred members of minority groups will be trained as journeyman pipefitters by the United Association of Plumbers and Pipefitters (AFL-CIO) and the National Constructors Association. The union and 33 major construction companies will recruit and train people who have some experience in the trade but who are beyond apprenticeable age and may lack scholastic preparation. The Labor Department has allocated some $1.4 million in on-the-job training funds from the Manpower Development and Training Act for the 18-month contract.

* * *

The Departments of Labor and Health, Education, and Welfare have approved nearly $675,000 to train 500 unemployed victims of Hurricane Camille for new jobs.

Unloading Truck Job Credentials

By PAUL S. WILLIAMS

Willingness and ability to do hard physical labor are essential qualifications for working on a truck loading dock. That much is clear even from a brief look at dock employees at work. But how about a high school diploma and good scores on an aptitude test? Are they also necessary requirements for trucking dock workers? Most Chicago area trucking firms used to think so. Now, because of the Dock Worker Training Project and men like Cortez Simmons, they are not so sure.

Simmons, 32, does not mind hard work —even outside in the cold or heat—especially when overtime makes it possible for him to take home as much as $160 a week. A high school dropout who never earned more than $2.50 an hour until he entered the Dock Worker Training Project, Simmons now earns $3.87 an hour at OK Trucking Co.'s Chicago terminal.

"That goes a long way toward making a better life for my family," Simmons said. "We can save $20 to $25 each week."

The Dock Worker Training Project, which ran from July 1968 through last December, was a demonstration project funded by the U.S. Department of Labor's Manpower Administration to expand the sources of manpower for dock work, to cut turnover, and to test the validity of the entry requirements followed by most of the trucking industry in the Chicago area. Most Chicago trucking firms required a potential employee to have a high school diploma and to get high scores on the Wonderlic Personnel Test. Turnover on the docks was rapid and there were few nonwhite workers.

The project sponsor, the Chicago Conference on Religion and Race, in cooperation with the Illinois State Employment Service, referred and placed in training a total of 138 men with schooling ranging from seventh grade through high school, who made a wide range of scores on a standard aptitude test. Eighty-nine of the 138 trainees successfully completed

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Mr. Williams is the U. S. Department of Labor regional information director in Chicago.

the program. Most of the trainees were blacks, but there were also Spanish-speaking trainees and Appalachian whites.

All were trained at the Chicago terminal of Associated Truck Lines, one of the largest interstate carriers in the country. After training, they were placed with Associated and other area firms.

The most stable dock worker, it turned out, was one with less than a high school education and old enough—and with enough responsibilities—to remain on a fairly high-paying but demanding job. These workers did at least as well on the job as those with high school educations and higher test scores, and they stayed longer.

Simmons was one trainee who made the grade. He has two children. Another trainee, Albert King was getting deeper in debt while trying to make ends meet for a family with six youngsters.

"I didn't know if I would like it," he said frankly, "but that really didn't matter. If I succeeded in passing the training program, I'd be making $3.87 an hour for the first time in my life." He did and he is.

Jobs Usually Available

Robert Aaron Caver, a high school dropout from the rural South, was working as a dry cleaning spotter and finisher in a suburban firm and driving a cab part time when he learned about the training program from "For Blacks Only," a Chicago television show.

"I liked my work in the dry cleaning business," Caver said, "but I had to travel about 40 miles each way to get to my job and there were no fringe benefits or future." Besides, Caver had always wanted to drive a truck.

"I had thought about enrolling in a private truck driving school," he said, "But there was the expense of the course plus I wouldn't have any money coming in while I was in training. But even more than that, I wouldn't know if I could get a job driving a truck when I was finished."

After a couple of months of working on the dock at Associated, Caver asked his boss if they were hiring any new drivers. The manager asked Caver if he had ever driven a truck and if he knew Chicago.

"I had a chauffeur's license from when I used to drive a cab part time, and I sure knew Chicago," Caver said. A week later, he was behind the wheel of an Associated truck making deliveries all over Chicago.

A former over-the-road trucker, Stanley Williams, was truck training coordinator for the project. Williams, who is black, also has been a bus driver and a detective for the Chicago Transit Authority. He knows his way around Chicago, not to mention the trucking industry. He knows that dock work is no pushover. He and his coaches told each applicant about the heat and the cold and the hard work—and the mandatory overtime.

"But a man who is willing to work hard can bring home a good buck," coach Chester King, himself a former dockman, usually added in his interviews with prospective trainees. And with the high turnover in the regular work force, jobs are almost always available.

The story of the Dock Worker Training Project really begins in 1963. That year, a National Conference on Religion and Race was held in Chicago. Delegates from 70 religious denominations across the Nation attended. One result was the creation of the permanent Chicago Conference on Religion and Race.

The Chicago conference is cosponsored by major Catholic, Jewish, and Protestant groups. In 1966, it started the Tri-Faith Employment Project, funded through the Chicago Committee on Urban Opportunity, the city's community action agency. Tri-Faith operates six locally staffed free employment centers in Chicago's most impoverished neighborhoods. From July 1, 1966, through December 31, 1969, it helped almost 60,000 men and women find jobs.

Through a sympathetic operations manager, Tri-Faith placed a number of men as dock workers at Associated Truck Lines. In 1967, a voluntary advisory group of trucking executives—referred to by Tri-Faith staffers as "our brain trust"—conducted a survey of the trucking industry. It showed that at 18 key terminals in Chicago less than 3 percent of the work force was nonwhite. A trade organization issued a slightly higher, but still relatively low, figure of 6 percent nonwhite.

At that time Tri-Faith was looking for a high wage industry in which significant numbers of blacks and other minorities could be placed on jobs. It was decided to seek Department of Labor financing for a demonstration project which might open the doors for large numbers of minority group workers on the trucking docks. The program was funded for $237,000, plus $64,000 in kind contributed by Associated. The trucking company was reimbursed for half of the trainees' wages, due to their lower productivity during training.

Hourly Pay Up 50 Percent

The positive results of the program are regarded by the conference—and by many in the trucking industry—as an important breakthrough in efforts to upgrade black and other disadvantaged workers from low-paying inner-city jobs to ones paying up to $10,000 a year with overtime:

- Graduates now in dock worker jobs are earning $3.87 an hour, compared to a median of $2.53 at their last previous jobs.
- Fifty of the 89 graduates were still employed as dockmen when the project ended. Those with lower educational levels more frequently held on to their jobs. The employment rate for graduates who had 7, 8, or 9 years of formal education was 87.5 percent; for those with 10, 11, or 12 years of school, it was 34.8 percent.
- A Wonderlic Personnel Test score of at least 14 is often necessary to qualify a man for a job on the docks of some trucking companies. Within the project, graduates who scored below 14 had an employment rate 23 percent higher than those who scored 14 or more.

Being a dock worker takes more than just brawn. Modern trucking terminals use complex conveyor systems, guided by computer cards. Misroutings can cost

Truck Job *continued*

thousands of dollars. Cargo can range from jewelry worth millions to hazardous radioactive substances or other chemicals or explosives. Handling and storage of many dangerous substances is regulated by State and Federal laws. A dock worker must be familiar with these regulations. He must recognize the symbols on each kind of dangerous cargo and be careful not to stock some items alongside certain others.

The dock worker also must know his way around in the world of manifests, bills of lading, and coded routing and loading instructions.

A unique training aid developed by the project was the booklet "Tools of Your Trade," a picture dictionary of terms used in the trucking industry. Besides such familiar nomenclature as "tractor," "trailer," and "semitrailer," this pocket-sized publication introduced the novice dock worker to trucking parlance meanings of such terms as "pup" (small trailer usually pulled two at a time by one tractor), "spotting horse" (tractor used for moving trailers in and out of dock and around yard), and "5th wheel" (metal part on tractor that hooks onto the trailer).

Booklet Proves Popular

Demand for the booklet from trucking companies was so great that a number of printings were exhausted.

Training lasted 4 weeks for each individual. After a 4-hour orientation session, the first 2 weeks consisted mainly of learning the right ways to stack different kinds of freight in trucks and storage areas. Then trainees learned to operate a forklift truck. They also had to master checking, routing, and lading bill and manifest procedures. The fourth week was review.

No more than eight were usually in training at any one time. Trainees were paid full union wages under the industry contract with Local 710 of the International Brotherhood of Teamsters, which endorsed the project.

At two companies, retention rates of project trainees were contrasted with those of men hired "off the street" under regular industry requirements during the same period. At one of these companies, 56 percent of the project's graduates stayed; only 22 percent of the others remained on the payroll. Results at the other company surveyed were similar.

One reason some of project graduates left was that some of the companies hiring them did not have modern dock facilities like Associated's. There was more hand loading and less automation, resulting in a lot more hard physical labor. Then there were hand-written—sometimes scrawled—lading bills and other instructions to contend with, in contrast with the computer cards. Sometimes this re-

Bundled against the cold, Edgar Berry, Jr. checks a bill of lading.

Driver Robert Caver, who started as a dock worker, scans his delivery sheets before heading out for a day of work that will take him all over Chicago.

Charles Funches checks data processing cards to make certain freight is being loaded on the right trucks.

sulted in friction with drivers, foremen, and others.

Bad feelings arose in a few instances where a new dock worker was the first black member of a crew. This was more often the case at smaller companies. At most of the larger ones, there were already black workers, and Federal equal employment opportunity requirements resulted in management pressure for smooth integration on the trucking docks.

What about the future? Are unrealistic and unfair hiring requirements being scrapped as a result of the experiment? Monroe B. Sullivan, executive director of the Chicago Conference on Religion and Race, gives a qualified "yes."

Very few of the companies have changed their policies, but most of the 47 firms in which project graduates were placed have changed their actual practices in Chicago.

"The personnel manuals still read the way they did 2 years ago," Sullivan said. "The policy is rigidly set at corporate headquarters (usually outside Chicago) but is being interpreted more loosely at the local level." The project, he said, had the effect of "loosening hiring standards."

Some Chicago companies claim that labor shortages had dictated hiring policy changes a number of years ago. But it seems clear that the training project accelerated the process.

Steve J. Gineris, terminal supervisor at Associated Truck Lines, said:

"We find the training project is giving us a new source of manpower. Even though it has ended, we are continuing to hire blacks, as well as whites. We put five blacks on within the last 10 days.

"We are not discriminating in reverse. We're hiring whites, too. It's just that there is a lot of potential manpower among minority groups, and there are not as many whites wanting to work on the docks as there once were. The work habits of the blacks are as good as, and in some cases better than, the whites."

A forklift truck carrying delicate cargo is guided carefully along the loading platform by Cortez Simmons.

Change in Policy Urged

A vice president of another company said that until late in 1968 their policy was to hire only high school graduates who passed a test. Many applicants were turned away. An increase in business prompted an easing of hiring standards, first to 2 years of high school and then to only an eighth grade education. The test was changed to one which did not depend so much on formal schooling. It was at this point that the company teamed up with the demonstration project as a new source of manpower.

At Clairmont Transfer Co.'s Chicago terminal, the work of the Tri-Faith graduates has lowered hiring barriers for all potential employees. Ed Pecora, terminal manager, said that it would be unfair to refuse to consider other applicants who have not completed high school, now that the company has hired graduates of the training project.

Though there has been "no revolutionary change," Sullivan is not pessimistic. "We've received great encouragement from local terminal managers who for purely selfish reasons, a need for manpower, have come to accept minorities and without high school educations," he said. "Now it's a matter of getting the personnel departments at corporate headquarters to look at our results, to believe what we are saying, and to change overall policy." □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of publications for which no price is indicated (and some priced items) can be obtained free by writing or telephoning the Manpower Administration, U. S. Department of Labor, Washington, D. C. 20210. For publications not available free and for multiple copies of all priced items, write the Superintendent of Documents, Government Printing Office, Washington, D. C. 20402, and enclose payment.

Are You Creative With People?

Pamphlet for employers gives brief discussion of how to develop a new work force to meet the ever growing need for manpower.

Developing Your Manpower

Booklet designed to help employers build and maintain an efficient and dependable work force by developing and making better use of available labor resources. Gives suggestion on how manpower in both urban and rural areas may be adapted to individual businesses and discusses assistance available through local employment service offices. 60 cents.

A Handbook for Job Restructuring

A basic guide for use in restructuring job systems to use available manpower resources more efficiently. Deals primarily with methodology, not with problems involving personnel practices, union relations, plant policies, and similar matters. 55 cents.

Guide to Local Occupational Information (1969/Third Edition)

Directory of selected State employment services' studies intended to provide current local occupational information for use in designing training programs, for counseling in local public employment offices and schools, and to offer individual jobseekers and vocational counselors concrete information on job opportunities in specific occupations or groups of occupations.

Public Service Careers—Jobs and Advancement in Public Agencies

Pamphlet describes new Manpower Administration program which will help public agencies and some private nonprofit institutions update their methods of recruiting and selecting workers and restructure their jobs so unskilled workers can be hired and trained to fill them. 15 cents.

Farm Worker: Want a Job With Good Housing?

Flyer describing housing standards which the U.S. Government requires employers to meet for their farm workers. A Spanish version also is available.

Is There Youth Power in Your Labor Force?

Pamphlet directed to employers discusses how to put youth power to work and how the employment service can make it easier to hire young people.

Merchandising Your Job Talents (1969 Revised)

Pamphlet for job hunters telling them where they can learn more about kinds of jobs for which they are qualified; how to prepare a resume; how to write a letter of application; where to get information on job opportunities in specific occupational fields; and how to present their qualifications at job interviews. Also offers tips on planning time, taking tests, and learning to profit from job interviews. 25 cents.

Do You Want a Job?

Leaflet for young jobseekers, explaining what the employment service is and how it can help them find suitable jobs. 10 cents.

The Neighborhood Youth Corps: A Review of Research

Booklet reviewing findings of research studies on Neighborhood Youth Corps (NYC) projects. Should be of particular interest to those involved in planning and administration of NYC programs. 60 cents.

The Potential for Work Among Welfare Parents

Monograph based on doctoral dissertation which studied the potential for employability and self-support of recipients of Aid to Families With Dependent Children (AFDC). Discusses possible effects of 1967 Public Assistance amendments which were not fully implemented until July 1969. 45 cents.

Introducing JOBS '70

Illustrated pamphlet addressed to businessmen describing the Job Opportunities in the Business Sector (JOBS) Program and its new aspects in 1970 which include two contract options: Training for entry jobs, and upgrading of workers to better positions.

Interviewer's Handbook for Selection and Referral to Training and Placement

Revised 79-page handbook to assist employment service local office staffs in effectively selecting and referring applicants to training and job opportunities. Guidelines for selection and referral are combined with detailed information on 12 training programs.

Industry Wage Surveys

Laundry and Cleaning Services—April 1967 and April 1968

Summary of results of Bureau of Labor Statistics survey of employee earnings and supplementary benefits in laundry and cleaning services establishments. 75 cents.

Contract Cleaning Services—July 1968

Summary of results of Bureau of Labor Statistics survey of wages and related benefits in contract cleaning services industries in 20 metropolitan areas in July 1968. 55 cents.

A Directory of Wage Chronologies—1948–June 1969

Bureau of Labor Statistics pamphlet listing all wage chronologies issued before July 1969. Brings up to date earlier Directory released in 1967.

Wages and Related Benefits—1967-68

Two-part bulletin compiled by Bureau of Labor Statistics.

Part I: 85 Metropolitan Areas, 1967-68. $1.00.
Summarizes in tabular form results of surveys of occupational earnings in 85 metropolitan areas and related benefits in more than half of these areas.

Part II: Metropolitan Areas, United States and Regional Summaries, 1967-68. $1.25.
Provides national and regional estimates of occupational earnings, employer practices, and supplementary wage benefits in Nation's Standard Metropolitan Statistical Areas. Also gives analyses of wage trends, occupational wage relationships, wage rate dispersions, and a comparison of wages and living costs in selected areas.

Unaffiliated Intrastate and Single-Employer Unions, 1967

Second survey by Bureau of Labor Statistics covering membership in unaffiliated intrastate and single-employer unions. Permits a look at trends since 1961 and should provide basis for further research into nature and activities of these organizations. 35 cents.

Union Wages and Hours: Printing Industry July 1, 1968 and Trend 1907-68

Data compiled by Bureau of Labor Statistics based on union scales in effect on July 1, 1968 and covering approximately 125,000 printing trades workers in 69 cities having populations of 100,000 or more. 65 cents.

Work Injuries in Atomic Energy, 1967

Second in a series of studies prepared by Bureau of Labor Statistics at request of Atomic Energy Commission to determine incidence of employee work injuries in privately owned and operated establishments in atomic energy field.

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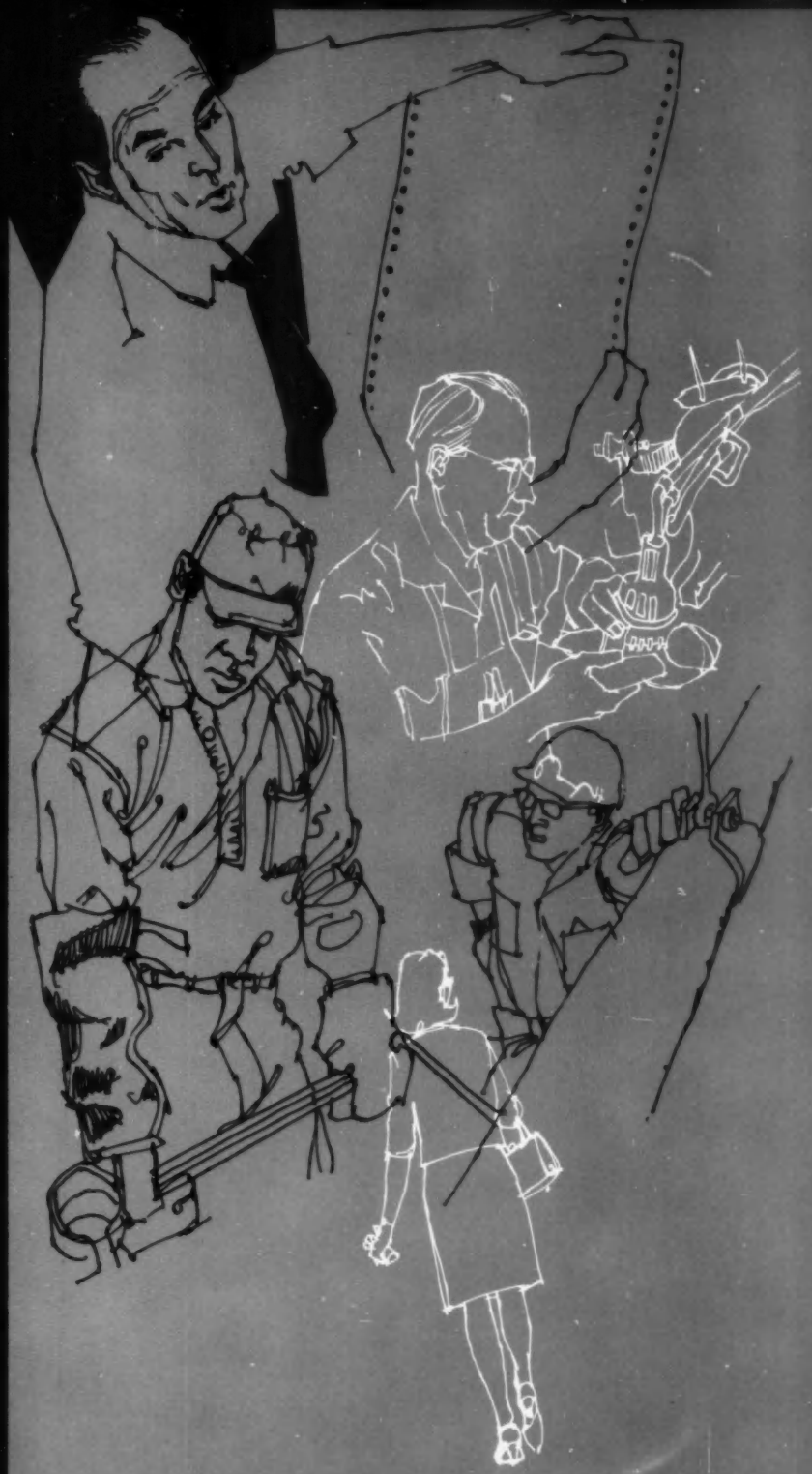

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